

Research 6

THE SAN MATEO-SAN FRANCISCO SURVEY

1928

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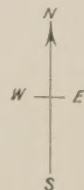
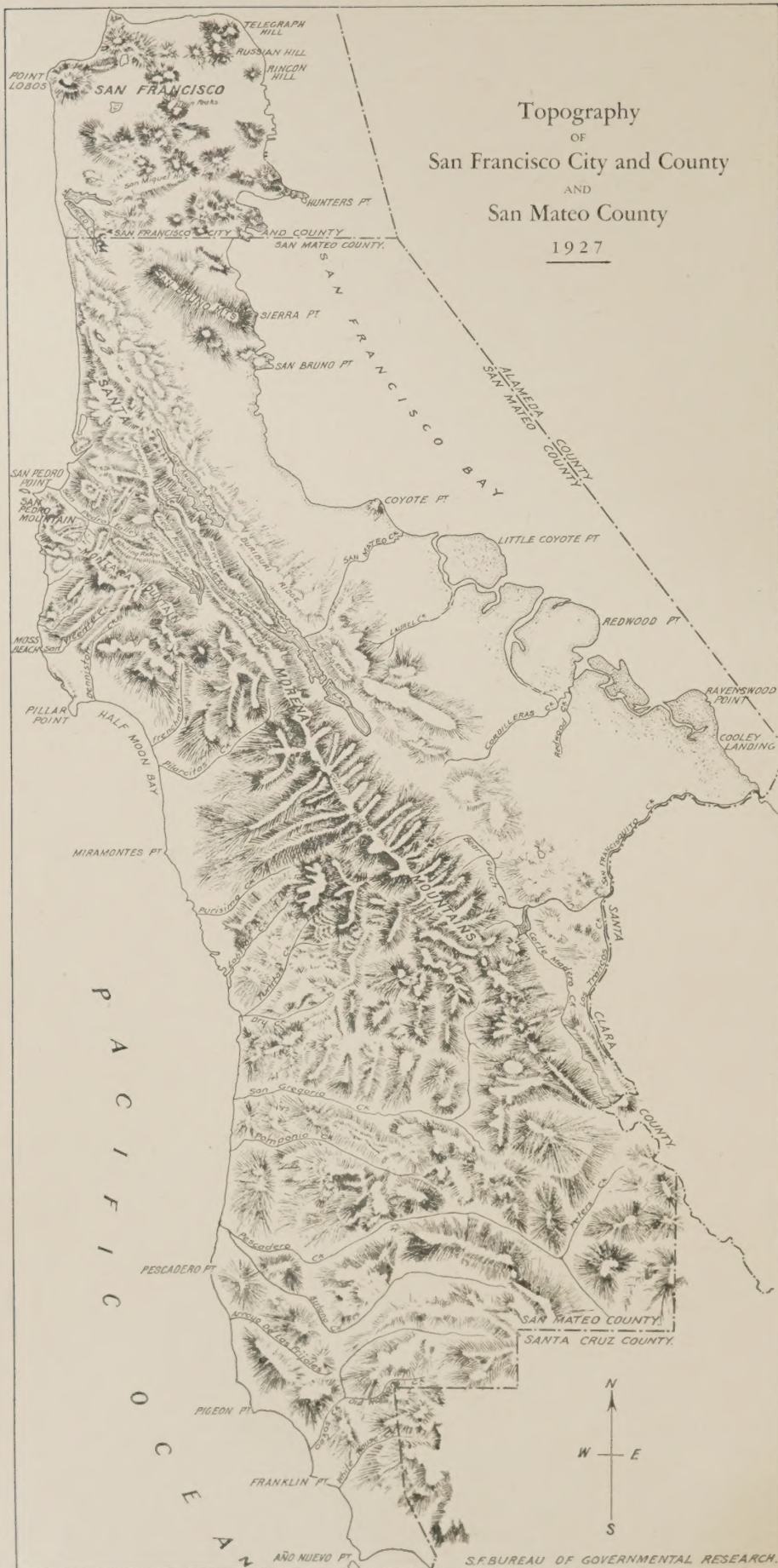
1928

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COMPILED BY THE SAN FRANCISCO BUREAU OF GOVERNMENTAL RESEARCH
• • FOR THE SAN FRANCISCO CHAMBER OF COMMERCE • •

Topography
OF
San Francisco City and County
AND
San Mateo County
1927



THE
SAN FRANCISCO · SAN MATEO
SURVEY

1928

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SAN FRANCISCO
CHAMBER OF COMMERCE

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GOVERNMENTAL RESEARCH

The San Francisco-San Mateo Survey

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The San Francisco-San Mateo Survey

Summary of the Report

FOR many years, various citizens and organizations in San Francisco and San Mateo counties have been interested in—and from time to time have proposed—complete or partial consolidation of these two contiguous areas. Such proposals have invariably been based on general statements and publicity outlining expected advantages, and have been offset by conflicting general arguments or assumptions of probable disadvantages.

This report, compiled by the San Francisco Bureau of Governmental Research, assembles for the first time the facts on which reasoned consideration of consolidation, or continued separation, or some intermediate step, may be established.

The San Francisco Bureau of Governmental Research is an independent fact-finding agency, organized, supported and directed by citizens for the study and improvement of government. The data, conclusions and recommendations included in the report are based on a detailed survey of all governmental units of the two counties which was started in June, 1927. The survey and the preparation of this report have been in charge of Alfred H. Campion, of the Bureau's staff.

The San Francisco-San Mateo survey was undertaken by the Bureau at the request of the San Francisco Chamber of Commerce—which organization supplied the funds required to carry on the survey and print this report—in the belief that the recurring proposals of consolidation or other forms of combining activities and interests of the two counties could best be settled on the basis of an analysis and exposition of the many facts of the whole situation. No restrictions of any kind were imposed or sought to be imposed on the survey, or the recommendations based thereon.

The survey was officially launched by the San Francisco Chamber in June, 1927, at a meeting of many San Francisco and San Mateo representatives, called together for that purpose. President Philip J. Fay of the Chamber frankly stated the Chamber's policy as in favor of some form of consolidation, but emphasized that all interested organizations and

governmental bodies would be assisted by a summation of the facts, regardless of whether these would lead to favorable or unfavorable conclusions as to consolidation.

Most of the data regarding the San Francisco government was available in the Bureau's files. In San Mateo County, however, no compilation of facts, such as was necessary for the survey, had been made by any organization, and it was incumbent upon the Bureau to organize a San Mateo County field-force for the collection of these. The bulk of the report will be found to deal with San Mateo County units, because of the large number of these, although their combined governmental expenditures approximate only 10 per cent of those of San Francisco.

The survey procedure has been, as with all Bureau studies, to first obtain all available pertinent facts, make an analysis of the facts based on principles and experience of governmental organization and procedure, and from such facts, develop such conclusions and recommendations as are justified and sound.

Acknowledgement of Cooperation:

The cooperation of officials, citizens and organizations was sought during the progress of the survey; every effort was made to obtain the local sentiment of all parts of the area studied, and all expressions of opinion founded on knowledge of facts were considered.

The Bureau staff found a courteous reception wherever it sought information, and without exception there was a willingness to assist in the obtaining of data required. Regardless of individual opinion as to desirability or undesirability of political amalgamation of the two counties, there was a practically unanimous desire that the correct facts be presented. The Bureau here extends its appreciation to each and all of the officials, organizations and citizens in both counties whose cooperation and assistance in compiling the required information has made this report possible.

Major Findings and Conclusions

San Francisco and San Mateo counties are contiguous political subdivisions of the State, incor-

porating 489 square miles of land area on a peninsula bounded on the west by the Pacific Ocean, on

the north by the Golden Gate, on the east by San Francisco Bay, and on the south by Santa Clara and Santa Cruz counties. The combined population of the counties is practically 745,000. Urban development is highly concentrated in San Francisco and to a lesser degree on the bay side of San Mateo County, while the central and ocean-side sections of San Mateo are sparsely settled and include mountainous areas completely undeveloped.

San Francisco operates under a "home rule" charter as a consolidated city-county government, including schools, while San Mateo County has 71 governmental organizations, as of July 1, 1927, operating under State general laws. No governmental connection or coordination exists between the two counties, or governmental subdivisions thereof, except such as may be temporarily established among certain of these, for specific limited purposes.

San Francisco and San Mateo counties were once a single county. State laws now provide specifically for their consolidation.

The citizens of the two counties have common business and economic interests, common needs and aspirations, and the same character of population and environment.

San Francisco has a population of practically 680,000, occupying 42 square miles of land area. Its only land connection is with San Mateo County, which is the logical direction for the expansion of San Francisco's metropolitan population.

San Francisco's growth beyond its political boundary into San Mateo County has created problems of inter-community development of highways, means of transportation, port and industrial facilities and water supply, the solution of which requires some measure of governmental cooperation and joint governmental action.

San Francisco has ten times the assessable value of property and spending power of all San Mateo units. Because of its financial resources and its many interests in San Mateo County, San Francisco is looked to for assistance in the development of San Mateo County and for assistance in financing the needs and projects deemed of common benefit to the two areas.

San Mateo County has a land area of 447 square miles and a population of practically 65,000, 94 per cent of which resides on a narrow bayshore plain. Its governmental functions are divided among the county, districts, and cities, without uniformity

and, in numerous cases, overlapping. The form of organization is too complex and decentralized for proper governmental operation. The form can be improved in part by adoption of a county charter but, because of constitutional limitations, it cannot be modernized to suit the metropolitan needs of its population except as it may attain the benefits of a city-county form of government by consolidation with San Francisco.

The elements of common interest, supplemented by the needs of the two counties for governmental cooperation to solve common problems, which, in turn, will expedite development measures for the two counties as a single economic area, lead inevitably to the major conclusion of this report:

That the two areas cooperate in a plan of consolidation as a city-county with adequate provisions for local representation on a central legislative body, a centralized administration of common governmental functions, and the retention of local powers and control of local functions by local units, or boroughs.

Factors Pointing to Consolidation:

The consolidation of city and county functions in the existing form of government in San Francisco represents a long step forward in any consideration of consolidation of the two counties.

Consolidation of metropolitan areas has proved to be beneficial to other large cities, particularly to New York, which has grown to be the first city of the world since the formation of Greater New York in 1898, an important element of its growth being the coordination of separate units and financial power of the consolidated city which facilitated the building of bridges, rapid transit systems, and an adequate water supply.

Pittsburgh, Philadelphia, St. Louis and Denver have also achieved benefits in extensions of municipal services, centralization and simplification of governmental administration and economies in operations by consolidations of their metropolitan areas. Los Angeles, by a program of annexation on a large scale, has brought about a tremendous development of its metropolitan area.

Independent political units in an economic area cannot help, but can impede, the progress and development of such area.

The most effective form of consolidation under existing constitutional provisions, and the form providing for the widest application of "home-rule" powers, is as a combined city-county, under a local

charter. This is limited to areas of more than 200,000 population.

San Mateo County Indivisible:

One of the consolidation proposals in the past contemplated the consolidation of San Francisco and only the developed area (the bayshore) of San Mateo County. This can not be equitably justified. The coastside region can be developed by transportation facilities and it needs the credit or the financing of the wealthier area therefor; the central mountainous area is part of the geographic whole. Partition would isolate an area that, for a time, would have great economic difficulty in sustaining itself as a separate county and in promoting its proper development. In addition, the legal difficulties of partition would be enormous, even if equitable. Any consolidation proposal should include the whole of San Francisco and San Mateo counties.

Highways:

Major developmental factors, such as highways, port and industrial development, regional plans, and others, are commonly considered as the products to be obtained by a consolidation of the two areas. Analysis shows that these, if to be attained, are to be expedited and developed by and through governmental consolidation and centralization and not individually and as separate objectives.

Inter-county highway projects now under way or contemplated are the completion and paving of the Bayshore Highway; the extension of Junipero Serra Boulevard in San Mateo County, paralleling El Camino Real (Peninsula Highway); the paving of the Skyline Boulevard; and the reconstruction of the Ocean Shore Highway.

San Francisco has financially assisted in the construction of highway projects in San Mateo County which are of a major benefit to San Francisco and is a component part of a special highway district formed by San Francisco, San Mateo and Santa Cruz counties for the reconstruction of the Ocean Shore Highway. The present policy is one of piecemeal development without regard to comprehensive planning or financing. An adequate program for financing and development of inter-county highways should be attained by a common governmental interest, which must come through consolidation.

San Mateo County highway and road maintenance operations are divided among five uncoordinated road-districts, which operate free of plan,

program, budget, unit-cost or accounting control restrictions. In addition, the cities of the county conduct their highway and road maintenance operations independent of the county. Coordination of San Mateo County highway maintenance operations can be attained by the provisions of a county charter, which could not, however, govern independent cities of the county, nor San Francisco. Consolidation of the two areas, with the organization of boroughs for control of local functions, would provide for coordination of highway maintenance operations more effectively than under a county charter.

Regional Planning:

A regional planning commission for San Mateo County is now being organized under the provisions of State general laws. Such an activity could be more effectively provided for by a county charter than by general laws. Regional planning functions for the San Mateo area alone will fall far short of a regional plan developed in participation with San Francisco, and comprehending the common regional requirements of the San Francisco and San Mateo areas, and methods of developing and financing such requirements.

Consolidation, with charter provision for the development and continuous revision of a regional plan based on current necessities, future requirements, and methods of financing the various projects included in such plan, offers the best basis for formulating and developing a regional plan for the San Francisco-San Mateo area as a whole.

Such a plan should coordinate or provide for the character, location and method of financing of such important elements as major highways, park and recreational facilities, the layout of subdivision streets and their proper width and connection with existing or proposed streets and arteries, the location of public buildings and areas, and should establish and enforce zoning, set-back, height of building and other regulations outside of developed areas.

Water Supply:

Four cities in San Mateo County operate their own water systems; all other areas are supplied by private sources. The average storage is equivalent to 15-days supply, and the maximum is 155-days supply, exclusive of Spring Valley storage, recently purchased by San Francisco. The development of water sources and storage reserves, and the opera-

tion of water systems by separate independent small units, results in inadequate storage and duplication of costs, and will not meet future needs.

The water problem of San Mateo County is primarily one of adequate supply and storage. The development of independent sources and storage facilities by separate units in San Mateo County would be costly and would be an uneconomic undertaking. Water storage and supply, similar to other public utility services, is essentially monopolistic. San Mateo County could best insure itself of a permanent water source and sufficient storage by cooperation with San Francisco in the use of San Francisco's supply.

The solution of the county's water problem might be partially attained by agreements between its present independent water utilities and San Francisco, or would be better expedited by the formation of a water district which would consolidate the water distributing systems of the county and become the sole customer of San Francisco for supplying the water needs of the San Mateo County area.

Governmental consolidation of the two counties would make possible the joint ownership of water supply, which represents the best solution of the San Mateo County water problem. Joint ownership would enable the San Mateo County area, in return for the assumption of a part of the San Francisco water supply capital costs or water debt burden, to ultimately obtain the lowest possible water rates which would not be probable under a "customer" relationship established by agreement between San Francisco and various San Mateo County units or a water district.

Sewage Disposal:

The disposal of untreated sewage into San Francisco Bay by San Francisco and by eight cities and five sanitary districts in San Mateo County constitutes a growing health menace. The coordination of sewer systems and the construction of adequate sewage treatment plants are problems requiring cooperative planning and financing. Joint action of the whole area would be facilitated by consolidation, or the problem must be met by regional action by means of which the resources of independent units might be pooled to meet the cost of treatment plants.

The cost of sewage treatment plants may exceed the financial capacity of the cities and sanitary districts of San Mateo County that are involved. It cannot be expected that any one unit of San Mateo

County or San Francisco can independently hope to materially alleviate the health menace of raw sewage by treatment of its wastes without the other units doing likewise.

Port Facilities:

San Mateo County has 25 miles of deep water frontage on San Francisco Bay in need of port facilities, and more than 30,000 acres of marsh and tidelands which can be reclaimed as potential industrial areas.

As port development is considered an economic problem, rather than a governmental one, it could best be provided for by the establishment of a port district for the two counties, either by the enactment of State laws for the purpose independently of governmental consolidation of the counties, or by provisions of a charter adopted as a part of a consolidation proposal. Such a district could be formed only on condition that the State relinquish to the district its control of the San Francisco harbor. The establishment of a port district for both counties would provide an organization for the development of San Mateo County's waterfront in the same manner as the San Francisco waterfront has been successfully developed. It could also provide San Mateo County's waterfront with belt line rail connections with San Francisco rail terminals.

The reclamation of tidelands could be undertaken for local areas as needed and as preliminary to, or part of, harbor development, by the formation of reclamation districts with power of special assessment financing, in the same manner as the Islais Creek Reclamation District in San Francisco, or could be provided for by special assessment financing in a charter adopted as a part of a consolidation proposal.

Transportation:

Inter-county transportation is provided by the steam rail lines of the Southern Pacific, the electric lines of the Market Street Railway, and bus routes. With the exception of one bus line operating over the Ocean Shore Highway, all inter-county transportation is concentrated along the bayshore of San Mateo County.

San Mateo County citizens believe that present facilities should be improved by faster and more convenient service to promote the growth of the county and attract greater commuting travel.

To determine this a complete technical survey, probably under public auspices, would be required

of transportation requirements of the peninsula, future possibilities, and types of facilities. If rapid transit facilities are to be provided, governmental cooperation would be required to the extent that the use of San Francisco's municipal railway is essential for such service, or in event of the purchase by San Francisco of the properties of the Market Street Railway. To the degree that governmental cooperation becomes necessary to solve the transportation problems of the peninsula, a unified government of the two counties will be an important consideration.

Schools:

San Francisco comprises a single school district for operation of its elementary, junior high and senior high schools. San Mateo County has 42 separate school districts—35 elementary school, six high school, and one junior college.

School administration by small districts is costly. Operating costs of elementary school districts in San Mateo County for 1926-27 ranged from \$62.72 to \$1457 per pupil, in average daily attendance. High school district operating costs ranged from \$232.05 to \$456.78 per pupil.

Consolidation of the school districts of the county is a necessity to equalize tax burdens and costs, equalize educational opportunities, and to provide for better teaching facilities in rural areas, economies in administration, and the proper planning and financing of schools for future needs. Such consolidations cannot take place, except on a limited scale, which would have no comprehensive effect, under government by State general laws. Under city-county consolidation, a central administration of all schools could be established with such division of school districts as might be required for local control of taxation and policies.

The junior college district comprises only a small part of San Mateo County, but pupils attend from all parts of the county, from San Francisco and from other counties. Its costs should be more equitably adjusted in proportion to benefits received, and it probably could be more economically administered as part of a centralized school organization which would be created by city-county consolidation.

Duplication of Functions:

Many functions of government, such as the assessment of property, collection of taxes, purchase of supplies, administration of justice, administration

of charitable and welfare institutions, recording of public documents, food inspectional services, the duties of the coroner and public administrator, conservation of the public health, adult and juvenile probation, and auditing of accounts, are now conducted by both counties and, in some cases, by cities and districts of San Mateo County. Better administration of the services is possible, economies would be forthcoming, and extension of services would be provided, if such functions were centrally administered for both counties.

Property in San Mateo County is assessed separately by the county, eight cities and four sanitary districts. Tax rates fixed on the varying assessments require separate tax bills. A uniform assessed valuation of property for San Mateo County is practically impossible, even under a county charter, because of tax limitations fixed by general laws for the various political subdivisions. Under city-county consolidation, in which "home rule" charter provisions would be substituted for general law tax restrictions, a uniform assessment of property would be possible and a single tax bill for each parcel of property would automatically result.

A single system for the administration of justice, including the functions of the courts, the sheriff as officer of the courts, the clerk of the courts, the district attorney, public defender and probation services, should improve the efficiency of such services, promote economies, and eliminate the duplications in court jurisdictions now existing in San Mateo County. The centralized administration of all health services, food and other inspections, charitable institutions and welfare functions should make possible an extension of such services for the greater benefit of the peoples of both counties. On the basis of San Francisco's experience since it established centralized purchasing, widespread economies should result from a single purchasing agency for all governmental units of both counties, in place of the present independent and uncoordinated purchasing methods.

Comparative Tax Rates and Costs:

Comparable 1927-28 tax rates of San Mateo County cities for all purposes, on the basis of the county's assessed valuation of property of the cities, range from \$4.477 to \$11.786. Tax rates for areas outside of cities, adjusted to a comparable basis of assessed valuations for cities, range from \$6.042 to \$13.097. San Francisco's tax rate, adjusted to the same basis of assessed valuation as

for San Mateo County cities, by use of the ratio of assessed valuation of property to actual values, would be \$7.805.

For 1926-27, tax costs in San Mateo County for all purposes—county, cities, districts—were \$45.69 per capita, and the total costs of government were \$66.08 per capita. Tax costs for San Francisco for the same fiscal year were \$41.67 per capita, and the cost of government was \$52.21 per capita.

The conclusion is apparent that the many independent and overlapping governmental units in San Mateo County are more costly to maintain than San Francisco's single-unit type of government, regardless of the fact that San Francisco as a metropolitan community maintains many more governmental functions and more extensive services than San Mateo County.

Objections to Unity:

The principal objections to unity of the two counties, as they have been publicly expressed, particularly by citizens of San Mateo County, are summarized as part of this report. Among them are the beliefs that local communities may lose their identities, that local control of local affairs may be forfeited, that San Francisco may dominate San

Mateo area government, that tax burdens may be increased, and that San Francisco's present type of government is not acceptable.

The consolidation plan for the two counties proposed as a result of this survey takes these objections into consideration. Borough government for San Mateo areas is proposed with definite local powers to control local governmental functions and local taxation. It is pointed out that in New York City and Los Angeles, as examples, local communities have not lost their local identities and probably never will. It is shown that tax burdens are now greater in San Mateo areas than in San Francisco and that by consolidation San Francisco's greater proportionate wealth will pay the greater proportionate share of all central government expenses, and in return San Mateo areas will benefit by greatly increased services. It is recommended that San Francisco improve its type of government preliminary to the submission of a consolidation proposal as evidence of good faith and willingness to cooperate with San Mateo County, or that a new charter for the consolidated area be drafted by freeholders of the entire area, to be submitted as a part of a consolidation proposal.

Proposed Form of Consolidation

Amendment to State Constitution:

The present State constitutional provisions for the "annexation" of all or part of San Mateo County by San Francisco City and County present a cumbersome and unworkable method and probably would not produce the most advantageous results. First, the law contemplates the partition of San Mateo County, the consolidation with San Francisco of contiguous area favorable to consolidation, and the merging with another county, or the organization as a separate county, of territory unfavorable to consolidation. Secondly, no incorporated community could be isolated unless it adjoined, and could be merged with, another county; therefore, the unfavorable vote of a single city could prevent consolidation of the two areas.

It is therefore recommended as follows:

The State constitution should be amended to permit the consolidation of San Francisco City and County with all of San Mateo County upon a majority favorable vote in each county separately; that in event of such favorable vote, the entire area be governed as a city-county unit with bor-

oughs for local control of taxation and local affairs; and that in event any incorporated city of San Mateo County should return an adverse vote on consolidation, while the vote of the entire county should be favorable, consolidation should take place, but each incorporated city voting against consolidation should retain its identity and powers as a city, and county functions and other centralized functions as may be delegated should be performed by the city-county and taxed therefor.

Under such provisions no incorporated city could be consolidated with any city-county without the consent of a majority of its voters. Inasmuch as 17,622 of the 24,009 registered voters in the county in 1927 resided within incorporated cities, no vote for consolidation of the two counties could receive a practicable favorable majority without a majority of votes in the various incorporated cities.

In effect, consolidation would be possible under the proposed plan only upon a large favorable vote in the cities of San Mateo County. Cities voting adversely to consolidation would become independent units within boroughs established, with inde-

pendent powers, but without the cooperative features borough government should provide for.

The constitutional amendment should provide that the submission of a consolidation proposal should be accompanied by a definite description of borough boundaries to be established; the disposition to be made of bonded debt obligations of all existing governmental units and for any adjustment of these; the disposition of corporate assets; and that a charter for the government of the consolidated area should be adopted by a vote of the entire area which would specifically define the powers of the central government, central government representation, local or borough powers, limits of taxations, and functions under borough control; and for the organization and regulation of the central and borough governments.

Charter for the Consolidated Area:

It is also recommended that the State Legislature, as authorized by the constitution, should provide for the election of freeholders of the proposed consolidated area to draft a charter for the government of the proposed consolidated city-county, to be submitted as a part of the consolidation proposal; or that San Francisco's charter be so amended as to provide for consolidated area government and that its application to the area, to take effect when consolidation takes effect, be a part of the consolidation proposal.

Such a charter should provide specifically, in addition to the provisions which may be required by constitutional amendment, for the manner in which the central government shall be administered, for the election of and local representation on a central governmental legislative body, for borough legislative bodies, for limitations of functions of the central government for which the entire area may be taxed, for the functions for which borough taxes may be levied, for the manner in which and the purposes for which central and borough governments may be financed, and for the

operation of public property as it may be apportioned to the central government and to the boroughs.

It is further recommended that such a charter should meet objections now raised against the form of San Francisco's city-county government to provide that it should (1) restrict the powers of the legislative body to legislation and policy-determination; (2) eliminate many administrative elective officials and provide for concentration of administrative responsibility and continuity of program in a manager as a superintendent of operations; (3) eliminate administrative boards, except for such functions as public utilities and civil service, and provide for clear-cut and unmistakable authority and responsibility from the manager down to the most minor function; (4) divorce administrative forces from politics; (5) provide for up-to-date budget, disbursing, accounting control and fiscal reporting procedure; and (6) concentrate final responsibility for legislation, policy and the conduct of administrative affairs in the legislative body.

Consolidation Offers Most Advantages:

It is the conclusion of the report that the greatest advantages, governmentally, will accrue by consolidation of all of the two counties. Consolidation should make possible thoroughgoing centralization and simplification of government, improved administrative methods, economies by elimination of duplication of services, extension of services to all parts of the consolidated area, the proper planning and development of inter-community interests, and the development of the area as a single metropolitan community.

Governmental consolidation will not work magic, nor will it solve all of the inter-county problems. It will provide a means for adequate government of the two counties, and, to the extent that a unified governmental policy and cooperation is necessary, consolidation will aid the solution of common developmental problems, such as transportation and industrial expansion.

Chapter II

San Mateo County Governmental Factors

History and Development

When the State of California was admitted to the Union in 1850, the County of San Francisco was formed to include practically all of the territory known as the San Francisco peninsula. The southern boundary ran along San Francisquito Creek, the present southern boundary of San Mateo County, to the headwaters of its southern branch and thence due west to the Pacific Ocean. In 1856 the State Legislature created the City and County of San Francisco with its boundaries as known today. That part of the original San Francisco County lying to the south was organized as the new county of San Mateo.

The new San Mateo County began its existence during the troublesome times of the gold rush excitement with a factional political fight over the location of the county seat. Redwood City won out and subsequently withstood three contests to change the county seat, the last such contest occurring in 1874. In 1868 an act of the Legislature, establishing the boundaries of San Mateo and Santa Cruz Counties, altered the original boundaries to give approximately 90,000 acres of land originally in Santa Cruz County to San Mateo County and established the boundaries west of the headwaters of San Francisquito Creek as they exist today. The added territory gave to San Mateo County its present land area of 447 square miles.

San Mateo County is bounded by San Francisco Bay on the east, the Pacific Ocean on the west, the city limits of San Francisco on the north, and the Santa Clara and Santa Cruz County lines on the south. The shoreline along San Francisco Bay is more than 30 miles in length. The ocean shore stretches for more than 50 miles along the western border. The land area is about $5\frac{1}{2}$ miles wide at the San Francisco boundary and at no place is it greater than 24 miles wide.

Topography:

Topographically San Mateo County can be divided into four zones—(1) Tidelands and plain bordering the bayshore, where the largest development has taken place and where the largest share of its population is found; (2) rolling hills, given over largely to estates and new subdivisions; (3)

mountain regions, in which are several large lakes used chiefly for water supply; and (4) the ocean or coastside, consisting of hills, valleys and shorelands, where limited urban development will take place in the future.

The terrain varies in altitude from the sea level on the bay and ocean shores to mountainous areas reaching a height of 2,550 feet.

One series of peaks, known as the San Bruno Mountains, lies immediately south of San Francisco and extends northwesterly from the bayshore, forming a natural barrier across more than half the width of the narrow strip of land that is the approach to San Francisco. A little farther to the south and on the coastside is a spur known as San Pedro Mountain which extends to the ocean shore at an elevation of several hundred feet. It is a barrier that has an important effect on the development and problems of the coastside.

The Santa Morena Mountains extend southward from almost the northern limits of the county, spread over a large part of the area of the county at the southern end, where they reach the greatest altitude, and merge with the Santa Cruz Mountains to the south. This range divides the county into two regions—the eastern or bayshore, and the western or coastside. This division has an important effect on the climatic, economic, social and political characteristics of the county.

Population:

It was along the plains of the eastern (bayshore) slope that the Spanish explorers first traversed the peninsula, and the earliest settlements grew up along El Camino Real (The King's Highway), the first highway connecting San Francisco with the south. Geographical, climatic and economic considerations brought about the more rapid development of the eastern (bayshore) slope until today it holds more than 90 per cent of the population of the county and has become almost entirely urban, while the western (coastside) slope is largely agricultural, rural in character and with a potential community growth awaiting future development.

When San Mateo County was organized there were about 21,000 inhabitants in the new county.

Subsequent removals following the gold-rush days reduced the number of residents. Since the opening of the twentieth century there has been a steady and rapid growth. The United States census enumerations of the county for the last three decennial periods are as follows:

1900.....	12,094
1910.....	20,585
1920.....	36,781

1927 Population Estimates:

In the absence of official population estimates for 1927, it was necessary to compile estimates from available sources, for use in this report. The factors of growth which could be officially determined were registration of voters and the average daily attendance of elementary schools. By determining the ratio of each of these factors to the United States census figures for 1920 and by multiplying 1927 figures of each factor by its ratio, it was possible to obtain two population estimates for 1927. The average of the two estimates was computed as the population estimate for the report.

The figures used for registered voters were those of the county as of December 31, 1920, and December 31, 1926. The figures of average daily attendance were for the school year 1919-20 and 1926-27. The population estimates are as of Jan-

uary, 1927, which is practically the half-way point of the fiscal year for which governmental cost data was obtained for this report.

The use of the two factors was purely arbitrary, but they were the only ones which could be authoritatively developed and which would provide a uniform basis for unit compilations. The factors used do not take into consideration annexations to cities (Redwood City, San Mateo and Daly City), subsequent to January 1, 1927, nor could estimates be compiled for the recently incorporated city of Menlo Park.

The ratio of average daily attendance of elementary schools for each city is the ratio for the district in which each is included. Because Atherton, Lawndale and San Carlos were not incorporated in 1920 and no United States census figure was available for ratio purposes, the 1927 figure of registered voters for these cities was multiplied by the ratio for the unincorporated territory of the township in which each is located. As school district boundaries for these same cities are not co-terminus with city limits it was not possible to determine an estimate based on average daily attendance, and the estimate based on registered voters only has been used. In order to make comparable the estimates for the unincorporated territory by townships in the foregoing table, it was

Table No. 1—San Mateo County Population Estimates as of January, 1927

	1920					1927				
						Population based on				
	U. S. Census	Registered Voters	Ratio R. V. to Pop.	School Dist. A. D. A.	Ratio A. D. A. to Pop.	Registered Voters	A. D. A.	Registered Voters	A. D. A.	Average of Estimates
Incorporated Cities—										
Atherton						543		1,086		1,086*
Burlingame	4,107	1,838	2.23	580	7.08	4,404	1,319	9,821	9,339	9,580
Daly City	3,779	1,415	2.67	956	3.95	1,872	1,238	4,998	4,890	4,944
Hillsborough	931	279	3.34	56	16.62	441	134	1,473	2,227	1,850
Lawndale						113		350		350*
Redwood City	4,020	1,613	2.5	625	6.43	2,865	1,228	7,163	7,896	7,530
San Bruno	1,562	718	2.18	310	5.04	1,077	423	2,348	2,132	2,240
San Carlos						352		1,221		1,221*
San Mateo	5,979	2,856	2.1	1,013	5.9	4,099	1,442	8,608	8,508	8,558
South San Francisco	4,411	1,225	3.6	644	6.85	1,856	933	6,681	6,391	6,536
Unincorporated Area—										
First Township	2,178	702	3.1	164	13.28	1,301	310	4,033	4,117	3,900*
Second Township	3,548	1,023	3.47	78	45.48	1,108	168	3,845	7,641	5,133*
Third Township	3,126	1,562	2.0	314	10.0	2,848	683	5,696	6,830	5,720*
Fourth Township	1,921	597	3.22	279	6.88	657	321	2,116	2,208	2,162
Fifth Township	1,219	302	4.04	179	6.81	473	142	1,911	917	1,414
Totals	36,781	14,130		5,198		24,009	8,341	61,350	63,096	62,224

* Adjusted (see text).

necessary to deduct from the estimates of average daily attendance, the estimate based on registered voters for Atherton, Lawndale and San Carlos.

On the basis of these average estimates, 58,648 persons, or 94 per cent of the estimated population, reside on the eastern (bayshore) slope of the Santa Morena Mountains and 3,576, or six per cent, reside on the western (coastside) slope. The ten incorporated cities, all on the bayshore slope, have a total population of 43,859, or 61 per cent of the population of the county.

Development:

The county has passed through several stages of development since the days of the Indians and missionaries. The Spanish settlers created large landed estates, called ranchos. Then came the bonanza kings with their great country places, and San Mateo County became the playground for the rich of San Francisco. Today, another development is taking place, by the advent of industries, improvement in means of transportation, and the subdivi-

vision of large estates into home tracts, which are attracting a growing commuting population and colonies of home owners.

Industrial development at present is centered along the bayshore immediately south of San Francisco, at South San Francisco and at Redwood City. Tidelands along the entire bayshore have potential capacities for future industrial growth. The bayshore plain is traversed by the Southern Pacific Railroad, Market Street Railway electric lines, El Camino Real (Peninsula Highway), and the Bayshore Highway, all providing transportation along the bayshore plain to and from San Francisco. The development of these means of transportation has brought about the recent urban growth in San Mateo County and, as transportation methods improve, a still greater urban growth can be expected.

The rolling hills and mountain areas provide, and will continue to provide, an ideal setting for country estates and a playground for a large metropolitan community. The slope of the mountains facing



Courtesy of the San Mateo County Chamber of Commerce

THE OLDEST BUILDING STILL STANDING IN SAN MATEO COUNTY
BUILT IN 1849 OF NATIVE REDWOOD

the Pacific Ocean and lands adjacent to San Francisco comprise large areas excellently adapted for agriculture and dairying purposes and adjacent to a large market. The southern part of the county contains a large forest area with potential development for lumbering and recreational facilities. The oceanshore lands and beaches offer opportunities for resorts and, with the future development of

transportation facilities, another area for urban settlement, comparing in a limited way with the bay-shore plain.

In natural advantages and resources, the county has practically all of the elements essential for the expansion of a great metropolitan community on the peninsula, of which the City of San Francisco is the nucleus.

Governmental Units

San Mateo County is a political subdivision of the State and functions under the general laws of the State relating to county government, as a county of the twenty-first class.

Within the county there are a large number of other political subdivisions, some of which function independently of the county organization and others of which are subject to county governmental control in some degree or for which the county government performs certain functions. The political subdivisions of the county in effect during the fiscal year 1926-27, including the county itself, but exclusive of special assessment districts and lighting districts, are shown below. The incorporation of Menlo Park as a city did not become effective until January, 1928, and for the purposes of this report is not considered. Since the start of the study on which this report is based, at least four other special districts have been organized.

Governmental Units, 1926-27

1	County
5	Townships (also road districts)
5	Fire districts
5	Sanitary districts
2	Mosquito abatement districts
35	Elementary school districts
6	High school districts
1	Junior college district
10	Incorporated cities
1	Public utility district
71	Total

Townships and Road Districts:

The county itself is divided into five townships, from each of which a county supervisor is elected. The five supervisors thus elected form the county legislative body known as the Board of Supervisors. The electorate of each township also elects justices of the peace and constables, who have judicial jurisdiction within the township area.

The five road districts of the county are co-terminus in extent with the five townships and each supervisor is ex-officio the road commissioner of the township from which he is elected.

Other Districts:

The County Board of Supervisors has general control of the formation of all districts and changes in their boundaries. It also levies all district taxes not authorized by special vote of the people. The county auditor, tax collector and treasurer have certain fiscal functions dealing with district accounts, revenues and payments.

School districts each have a board of trustees, which performs both legislative and administrative functions directly controlled by the state school laws. They are under the nominal supervision of the county superintendents of schools, whose duties in relation to the school districts are fixed by the state school law.

The fire, sanitary and mosquito abatement districts each have a board of trustees which is in control of the administrative functions of each district, supervises elections, and submits a budget of estimated annual expenditures to the Board of Supervisors, upon which tax levies are fixed.

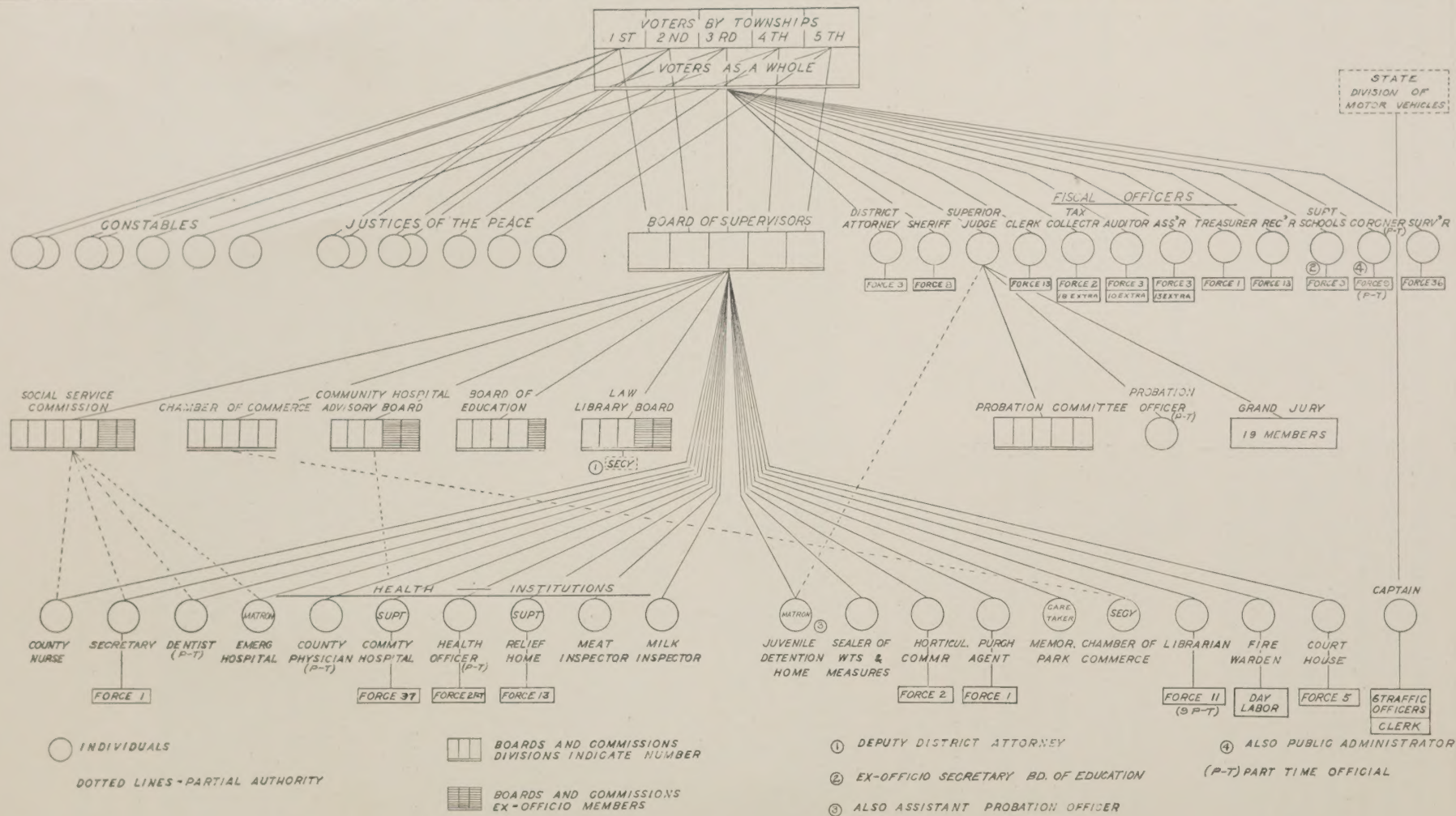
The public utility district is organized under state law for retail distribution of water. It has an elective board of trustees, but is under the fiscal control of the state rather than the county. No taxes are levied for the district.

There are twelve lighting districts, which are in effect only special tax districts for the purpose of maintaining street lights within their special areas. The awarding of contracts for lighting, changing of district boundaries and levying of taxes are functions of the Board of Supervisors. The districts, having no boards for control of district operations and no separate powers, are not regarded as independent governmental units in this report.

Incorporated Cities:

Incorporated cities function under the "home rule" laws of the state and, after they are formed, are practically independent of the county government except where cities have designated that coun-

ORGANIZATION CHART OF THE GOVERNMENT OF SAN MATEO COUNTY



ty officials shall perform certain duties for them, such as assessing of property, collection of taxes, meat and milk inspection, and health and engineering services.

Governmental Functions:

Each type of political unit in the county performs certain governmental functions, either exclusively or in common with other types of units.

The county, as a political subdivision of the state, has a number of functions or offices which are not duplicated by other political units. These include: The superior court, prosecution of cases before the superior court (district attorney), execution and recording of the orders of the court (sheriff and county clerk), grand jury, adult and juvenile probation, law library, compiling vital statistics, registering voters; the offices of coroner and public administrator, recorder, horticultural commissioner, sealer of weights and measures, superintendent of schools and board of education; the operation of a relief home, county hospital and emergency hospital; the examination of insane, burial of indigents, extermination of rodents, care of dependent children, payments to state for institutional care, collection of inheritance taxes for the state, and county advertising (county chamber of commerce).

The county, in common with cities, performs other functions including: The receipt and disbursement of money (treasurer), tax and license collection, engineering (county surveyor-city engineers), keeping the peace (sheriff-constables-city police), maintaining jails, control of traffic, conservation of health, milk and meat inspections, legal counsel (district and city attorneys), libraries and parks.

The county, together with cities and special districts, performs such functions as: Legislation, audit of accounts, conduct of elections, care of public buildings and grounds, fire protection and construction and maintenance of highways, bridges and streets.

Cities have several functions which are exclusively municipal, which include city planning, police courts, public pound, building, plumbing and electrical inspections, weed removal, and water utilities.

Functions of cities and districts organized for a specific purpose include sewage disposal and street and highway lighting.

Education, other than the supervision of the county superintendent of schools and the county board of education, is the function of the elementary, high, and junior college districts of the county.

Special districts have been organized for mosquito abatement.

San Mateo County Organization

Elective Officers:

The general county government, as apart from the government of districts and incorporated cities in the county, functions through the Board of Supervisors and twelve officials elected by the people. All officials are elected to serve terms of four years. Elections for general county purposes are held on the first Tuesday in November of the even numbered years. The officials of the county elected at large are: Auditor, clerk, treasurer, assessor, tax collector, surveyor, recorder, district attorney, superior judge, superintendent of schools, coroner and public administrator (combined) and sheriff. Officials elected by townships are: The supervisors, the justices of the peace, and constables.

The county clerk acts as clerk of the Board of Supervisors, clerk of the Superior Court, and is in charge of the registration of voters of the county and for all political subdivisions in the county, including incorporated cities.

The county assessor fixes the assessed valuation of property for tax purposes for all political subdivisions except sanitary districts and incorporated cities, which may either fix their own valuations or accept the county assessed valuation of the property of the district or city for tax purposes.

The county auditor and county treasurer act as fiscal agents for all political subdivisions except incorporated cities.

The tax collector has charge of tax collections for all units except cities which levy taxes on their own valuations of property, and also acts as license collector for the county.

The surveyor is in charge of county road and other projects requiring engineering services and inspection, and acts in a like capacity for all special districts and for several incorporated cities.

The recorder is the custodian of mortgage, conveyance and other records filed with him by citizens for recording.

The district attorney is the prosecutor of all cases in the Superior Court and the legal adviser of the county, school districts and special districts.

The superior judge presides over the Superior Court, is judge of the Juvenile Court, appoints the county probation committee and probation officer, and selects the grand jury.

The county superintendent of schools has general supervision of public school education.

The coroner and public administrator combines the duties of investigating deaths and probating estates where no will has been filed.

The sheriff is an officer of the Superior Court and has general powers of keeping of the peace.

The justices of the peace and constables comprise the personnel of the Justices' Courts in the township in which they are elected.

The choosing of administrative officials by the ballot, which in effect requires the electorate to pass on the technical ability or special qualifications of candidates for such offices, has proved to be an ineffective and unsatisfactory method in American cities. Such offices are best filled by appointment based on merit, if the government is so organized as to definitely fix responsibility for appointment and subsequent performance.

Appointive Officials:

All county boards, commissions and officials other than those elected by the people or named by the superior judge, are appointed by the Board of Supervisors. These include:

A social service commission of seven members (two ex officio), its secretary, a county nurse, a county dentist, and a matron of the Emergency Hospital. The commission has advisory powers over the activities of these officials and over the admission of patients to county clinics and welfare institutions.

The superintendent of the Relief Home and the matron of the Juvenile Detention Home.

A Community Hospital advisory board of five members (two ex officio), a hospital superintendent, and a county physician.

The county health officer, a meat inspector and a milk inspector. The health officer investigates cases of communicable diseases outside of incorporated cities and compiles all vital statistics.

Five members of the board of directors of the County Chamber of Commerce and its

secretary. The Chamber has general supervision of all county publicity and advertising.

A law library board of five members (two ex officio).

The sealer of weights and measures, horticultural commissioner, purchasing agent, caretaker of the Memorial Park, county librarian and assistants, and fire warden.

Four members of the county board of education, of which the superintendent of schools is the fifth member, ex officio.

The county traffic squad of six officers, a captain and a clerk, are appointed by the chief of the State Division of Motor Vehicles on recommendation of the Board of Supervisors.

Appointments of all officials and personnel by the Supervisors is in accordance with the County Government Act, which makes no provision for civil service or the merit system.

General Fiscal Data:

The fiscal year of the county is from July 1st to June 30th.

The corporate assets, as of July 1, 1927, were valued by the county auditor as follows:

Corporate Assets

Courthouse	\$ 290,000
County jails	84,000
Relief home	134,000*
Social service clinic	6,000
Community hospital	423,000
Memorial park	75,000
Road district equipment	35,000
Miscellaneous equipment	10,000
County library books	100,000
Total	\$1,157,000

*Includes cost of new building, completed since July 1.

The assessed valuations of property as fixed by the county assessor for general county tax purposes are as follows:

Assessed Valuations

	1926-27	1927-28
Real estate		\$25,913,475
Improvements		17,077,020
Personal property		3,919,540
Total non-operative roll		\$46,910,035
Less exemptions		1,284,470
Net non-operative roll	\$43,940,885	\$45,625,565
Operative roll (for state purposes only)	\$ 4,168,444	\$ 4,575,923

Tax rates levied by the county, exclusive of

municipal rates and rates for sanitary, fire and other special districts, were:

Tax Rates

Fund	1926-27	1927-28
General	.30	.31
School	.563	.59
Salary	.28	.35
Relief home maintenance.....	.05	.05
Hospital maintenance	.15	.113
Social service	.15	.14
Road regular	.40	.40
Road special	.10	.10
Highway maintenance.....	.06	.05
Advertising	.003	.02
*County library	.04	.04
Courthouse bond, 1906.....	.014	.012
Courthouse bond, 1906.....	.003	.002
Highway bond, 1913.....	.21	.117
**Junior college maintenance.....	.06	.03
High school maintenance.....	.347	.38
Dumbarton bridge road.....	.07	
State highway widening.....	.12	
San Bruno road.....	.04	
Relief home construction.....		.246
Phelps street construction.....		.03
Totals.....	2.96	2.98

*Not assessed against property within city limits of Burlingame and San Mateo.

**Assessed against property outside of junior college district only.

The 1926-27 revenues and expenditures, for county purposes only, were as follows:

Revenues

Taxes, penalties, etc.....	\$ 742,213
Departmental receipts, fees.....	103,839
Subventions (schools excluded).....	136,471
Other sources	74,404
Sale of bonds (premium on school bonds).....	11,958

Total for County purposes.....	\$1,068,885
Agency transactions	\$3,059,234

Expenditures

Maintenance	\$ 788,702
Outlays.....	281,236
Debt payments.....	93,115

Total for County purposes.....	\$1,163,053
Agency transactions	\$3,314,782

Agency transaction include all funds handled by the county for the state, school districts, special districts, cities, and county taxes apportioned to the school districts.

Bonded Debt: The bonded debt status as of July 1, 1927, was as follows:

Purpose of Issue	Outstand- ing	Date of Issue	Maturity	Inter- est Rate	Annual Redemp- tion
Courthouse.....	\$ 74,000	1906	1946	4	\$ 3,000
Courthouse furnishings.....	16,500	1906	1946	4	500
Highways.....	900,000	1913	1942	5	40,000
Totals.....	\$990,500				\$43,500

The 1926-27 bond redemption and interest payments were \$93,115. The ratio of the outstanding debt to the 1927-28 county assessed valuation is 2.17 per cent.

Personnel:

The personnel of all county offices, including boards and commissions, except exofficio members, and as existing since the new County Government Act went into effect July 29, 1927, is as follows:

OFFICE	Part-time and		
	Full-time	Non-paid	Total
General Government			
Supervisor		5	5
Clerk	10	4	14
Surveyor	3	28	31
Purchasing Agent	2		2
Chamber of Commerce	1	5	6
Courthouse Grounds	6		6
Fiscal Offices			
Auditor	5	10	15
Treasurer	2		2
Assessor	4	13	17
Tax Collector	3	18	21
Courts and Legal Offices			
District Attorney	4		4
Superior Judge	1		1
Coroner and Public Administrator.....		10	10
Justices of Peace		7	7
Constables		7	7
Probation	2	5	7
Law Library Board.....		3	3
Protection to Persons and Property			
Recorder	14		14
Fire Warden	1		1
Traffic Officers	9		9
Sheriff	9		9
Inspectional Services			
Sealer of W. and M.	1		1
Horticultural Com.	1	2	3
Conservation of Health			
Health Officer		3	3
Milk Inspector	1		1
Meat Inspector		1	1
Highways			
Road Districts (irregular forces, per diem basis)			
Charities and Institutions			
Community Hospital	38	3	41
Relief Home	14		14
Social Service Commission.....	3	5	8
Emergency Hospital	1		1
County Dentist		1	1
County Physician		1	1
Education			
Superintendent of Schools	4		4
Board of Education		4	4
Library			
County Library	3	9	12
Parks			
Memorial Park	1		1
Totals.....	145	144	289

Elections

The subject matter of "elections" is discussed under one heading here, to avoid duplication, although elections are conducted by the county, the

ten incorporated cities, the 42 school districts, five sanitary, five fire districts and the public utility district.

Registration:

Registration of voters and conduct of elections are carried out according to the general laws of the state. There is one registration of voters for the county and all political subdivisions. Registration is in charge of the county clerk who keeps the great register of all voters of the county and certifies to registration lists for all precincts and for all political subdivisions in which elections take place.

The county clerk receives a fee of 10 cents for each name registered in each great register, the fee being in addition to the regular salary of the office. During even-numbered years, when a new registration of voters is required by law, the clerk may appoint deputies who are paid 10 cents for each name registered, in addition to the 10 cents received by the clerk. The county clerk of San Mateo County has appointed about 80 persons, in the various communities, to act as registrars, for the convenience of the voters. Employees of the county clerk's office do not receive any fee for registrations.

Election Precincts:

The state law (§ 1125, Pol. Code) requires the county surveyor to divide the county into precincts and file precinct maps with the county clerk, not later than the second Monday of December of the odd-numbered years. There shall be sufficient precincts to make the number of votes polled at any one election precinct not more than 200.

The precincts adopted for the county primary and general elections for 1926 and the number of registered voters, grouped by townships, range as follows:

		Registered Voters	No. Precincts	Precinct Registr'n, Min. Max. Average		
Bayshore Section						
1st Township....	8,061	40	87	336	201	
2nd Township....	8,562	47	64	282	182	
3rd Township....	6,256	31	73	380	202	
Coastside Section						
4th Township....	657	5	60	237	131	
5th Township....	473	3	49	319	158	
		24,009	126			

The 10 incorporated cities (Menlo Park excluded) have 91 precincts and 17,622 registered voters, which are included in the above figures.

For the 1928 elections, new precinct maps have been adopted, dividing the county into 172 precincts—138 within cities and 34 outside.

Number of Elected Officials:

There are 279 officials elected by governmental units in San Mateo County. All elections are for four-year terms, except school and fire district trustees, three years, and sanitary district trustees and assessors, two years. The elective officials and the areas from which they are elected are as follows:

UNIT	OFFICE										
1 County at large	Auditor Assessor Clerk Coroner & Public Adminstr. District Attorney Recorder Sheriff Superintendent of Schools Superior Judge Tax Collector Treasurer Surveyor										
5 Townships.....	<table> <tr> <td>5 Supervisors</td><td>(1 each)</td></tr> <tr> <td>7 Justice of Peace</td><td>(2 in 2)</td></tr> <tr> <td>7 Constables</td><td>(1 in 3)</td></tr> <tr> <td></td><td>(2 in 2)</td></tr> <tr> <td></td><td>(1 in 3)</td></tr> </table>	5 Supervisors	(1 each)	7 Justice of Peace	(2 in 2)	7 Constables	(1 in 3)		(2 in 2)		(1 in 3)
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	(2 in 2)										
	(1 in 3)										
10 Cities.....	<table> <tr> <td>50 Councilmen</td><td>(5 each)</td></tr> <tr> <td>10 Clerks</td><td>(1 each)</td></tr> <tr> <td>10 Treasurers</td><td>(1 each)</td></tr> </table>	50 Councilmen	(5 each)	10 Clerks	(1 each)	10 Treasurers	(1 each)				
50 Councilmen	(5 each)										
10 Clerks	(1 each)										
10 Treasurers	(1 each)										
35 Elementary Sch. Dists.	105 Trustees (3 each)										
5 Union High Sch. Dists.	25 Trustees (5 each)										
5 Sanitary Districts	25 Trustees (5 each)										
	5 Sanitary Asses. (1 each)										
5 Fire Districts	15 Trustees (3 each)										
1 Public Utility District	3 Trustees										
67 Total	279										

The trustees of the South San Francisco elementary school district also serve as South San Francisco high school district trustees. The San Mateo Union High School trustees also serve as San Mateo Junior College district trustees.

Frequency of Elections:

The dates of stated elections for the 279 officials, as fixed by state law, or by charter in the case of San Mateo City, are as follows:

County and Township*	Primary	Regular	Years
Elementary School District	—Last Tuesday in Aug.	—First Tuesday in Nov.	even
High School District	—Last Friday in March		each
Sanitary Districts	—First Monday in April		each
Fire Districts	—First Monday in April		each
Cities—			
San Mateo	—First Tuesday in April		odd
All others	—Second Tuesday in April		even

*Held jointly.

During even numbered years each voter in the county outside of cities and fire and sanitary districts who fully exercises his suffrage rights must go to the polls a minimum of three times for county and township primary and regular elections and the elementary and high school district elections.

If residing within a fire or sanitary district, he goes to the polls four times. If residing within both a fire and sanitary district, he has five opportunities or obligations to vote. If he resides in an incorporated city there are four elections. In Atherton inside of the Menlo Park Fire District and outside of the Menlo Park Sanitary District there are five elections. In Atherton and Menlo Park within the Menlo Park Fire and Menlo Park Sanitary districts there are six regular elections. In addition, each of these units, excepting townships, may hold one or more special elections.

County Election Costs:

Registration costs in the county are simplified by the state law fixing 10 cents per name as the fee. The fees, however, are not the complete cost as supplies for registration must be printed and purchased and time taken by clerks for registering voters is at the expense of other duties for which pay is received. Theoretically, the county clerk receives a salary for full-time service, which should include the duty of registering voters. In practice, the fee system makes it possible for the clerk to obtain additional help from part-time, or other governmental employees, and makes possible the opening of registration books in many parts of the county, which is a service of the electorate.

In addition to registrations, the county is at an expense for biennial primary and general elections, for special elections of incorporation of cities and formation of special districts, and for handling initiative petitions and miscellaneous requirements.

The cost to the county for various county and district elections during 1926-27 was as follows:

County Election Costs

Registration of voters.....	\$ 1,661
Conducting elections (primary and general).....	41,840
Special elections—	
Ravenswood Lighting District.....	24
Belmont Incorporation.....	110
Ravenswood Water District.....	140
Emerald Lake Lighting District.....	47
Gas tax petition.....	10
Initiative petition.....	15

Total, county election costs.....\$43,847

Election costs were 3.7 per cent of the cost of county government for 1926-27, exclusive of schools, districts, and special assessments.

School election costs are nominal, and for the most part are not segregated in the school district expenditure records. Election officials serve without pay, school houses are used for polls, and high school district elections are held at the same time

and place. An average cost of \$10 for each district, or \$350 for all elementary and high school districts, would probably represent the annual costs of all school elections. In addition, four school districts held special bond or tax elections during the fiscal year 1926-27, which added \$150 to the cost. Costs of regular elections of officers of fire and sanitary districts are also nominal. Election officials are employed, and there is generally only one polling place for a district. Costs for both types of districts, as with school districts, are not always segregated and complete totals are not available. From figures available, it may be assumed that \$40 an election is an average cost, which would bring a total estimated cost for 1926-27 of \$440 for five fire districts, five sanitary districts, and one special election. These figures would indicate a total annual cost of district elections as less than \$1000.

City Election Costs:

City election costs are a more variable factor due to difference in size of the cities, the number of special elections, and the payment for costs of elections of territory proposed to be annexed.

During the fiscal year 1926-27, San Mateo was the only city to conduct a regular election for municipal offices. All other cities conducted city elections in April, 1928. Special elections for bond issues or other purposes at which the entire city electorate were entitled to vote were held by Burlingame, San Mateo, South San Francisco and Lawndale. Between July 1, and December 31, 1927, Atherton and Hillsborough held special bond elections. Redwood City and San Mateo each held three special annexation elections during the fiscal year and Daly City held one such special election.

From available records relative to the cost of city elections in 1926, the cost of special city-wide elections, and budget estimates for 1927-28, the estimated cost of elections in the incorporated cities of the county are as follows:

City Election Costs

Atherton.....	\$ 125
Burlingame.....	750
Daly City.....	375
Hillsborough.....	125
Lawndale.....	100
Menlo Park.....	200
Redwood City.....	750
San Bruno.....	375
San Carlos.....	150
San Mateo.....	750
South San Francisco.....	400

Total, city election costs....\$4,100

All of the cities with more than two election precincts for general election purposes, with the exception of South San Francisco, avail themselves of the state law permitting consolidation of not more than six precincts for city election purposes, which reduces the number of election officials necessary, and consequently reduces the costs of elections.

None of the cities or the county use voting machines.

The state law limiting county precincts to not more than 200 voters permits greater localization of polling places in sparsely settled districts, but adds unnecessarily to the cost of conducting general elections in cities, because of the greater number of election officials employed. For instance, during 1926-28, Burlingame was divided into 24 general election precincts, but five were found sufficient for city elections.

Election Costs, County and Cities:

Election costs are also increased and the interest of the electorate in governmental administration is taxed by the number of elections held each year by the various governmental agencies. A compilation of estimated costs of all regular elections held in the county over a two-year period is as follows:

1	County-State (primary and general).....	\$42,800
35	School Districts (elementary and high— two @ \$10 each).....	700
5	Fire Districts (two @ \$40 each).....	400
5	Sanitary Districts (two @ \$40 each).....	400
11	Cities.....	4,100
	Total.....	\$48,400

The number of elections and the costs thereof are being constantly added to by the formation of new special districts (such as the Ravenswood and North Palo Alto water districts organized since July 1, 1927) and by the rapid increase in population of the county and annexations to cities.

Fiscal Functions

The fiscal functions of the county include the assessment of property for tax purposes by the assessor, the collection of taxes and licenses by the tax collector, the collection of certain special assessments and custody of funds by the treasurer, the accounting and auditing of funds by the auditor, budget procedure and fixing of tax rates by the Board of Supervisors, and the purchasing of supplies by the purchasing agent.

The assessment of property, collection of taxes, auditing of funds and fixing of tax rates are func-

tions performed not only for the county but for school districts, in the most part for special districts and for certain cities.

County Assessments:

The county assessor's office assesses all of the property in the county for taxing purposes and compiles the annual assessment roll. For 1926-27, the expenditures of the assessor's office amounted to \$15,984. Under the 1927 County Government Act, the assessor's staff is composed of:

1	assessor	@ \$4,000 a year
1	chief deputy	@ \$2,100 a year
1	transfer clerk	@ \$2,400 a year
1	deputy	@ \$1,800 a year
4	copyists	@ \$ 100 a month—6 months
2	typists	@ \$ 120 a month—6 months
7	field deputies	@ \$ 6 a day—4 months

All land values are fixed by the assessor personally, who has access to all transfers of real estate, which are kept up to date by the transfer clerk.

Buildings, improvements and personal property are assessed by the field deputies. The size and part-time employment of the force practically limits the extent of field work to a survey of new improvements known to have been made since the previous year, and a casual check of personal property, usually the acceptance of the property holders' declarations.

The business of the assessor's office is said to have increased 80 per cent in the last ten years due to changes in assessment laws regarding exemptions and the large increase in county real estate development as reflected in the subdivision of acreage into lots, and the incorporation of subdivisions into city property.

Sanitary District Assessments:

Sanitary districts and incorporated cities within the county are empowered to fix assessed values within their respective boundaries.

The state law limits the tax for maintenance of sanitary districts to 15 cents on the assessed valuation. The Menlo Park Sanitary District finds the levy of a maximum tax on the county's assessed valuation of its property sufficient for its maintenance purposes and therefore makes no district valuations. The sanitary assessors in the North Palo Alto, Belmont, Lomita Park and Bayshore districts assess property of the districts at a sufficiently larger amount than the county's valuation so that the levy of the 15-cent maximum maintenance tax will produce enough funds to maintain district

operations. To this end, one of the districts uses county assessments but increases these 500 per cent, so that the 15-cent district tax will produce the funds that the district requires.

City Assessments:

Incorporated cities have the option of accepting the county's valuation of property within their respective boundaries or of making their own. Eight of the cities fix their own assessments. The determining factor is primarily the amount of money necessary to raise by taxes to fund the city's annual general fund expenditures, which state law limits (for sixth class cities) to \$1.00 on each \$100.00 of assessed valuation. If the \$1.00 maximum tax on the county assessor's valuation of city property will not produce enough for estimated city general fund expenditures, the city makes its own valuations. These are usually made on a higher percentage of estimated true value than that of the county and the practice in several of the cities is to assess property at a sufficient amount at which a \$1.00 levy for general tax purposes will produce enough to fund the year's budget.

This procedure is made possible by the fact that while the city assessor completes his assessment roll by the first week in July, the annual budget estimates of cities are not completed until immediately before the period for levying taxes in September and the city assessment roll can then be adjusted to suit the tax needs at the time the tax rates are fixed.

Two cities (Atherton and Lawndale) accepted the county's valuation for 1927-28. The city of Menlo Park was incorporated since the assessment period for 1927-28 and can not levy city taxes until September, 1928. Present indications are that the city will accept the county's valuation of property as the city valuation for tax fixing purposes for 1928-29.

City assessors either use the county's valuation of property as a basis for fixing city assessments or they build up their own assessed values from their own field work and knowledge of local property values. Two cities have had scientific appraisals of property and fix assessed valuations on the basis of the true value as determined by this method.

San Mateo had a scientific appraisal in 1923, and the city charter calls for a re-appraisal every five years. Another such appraisal is to be made in 1928. The city council has fixed 40 per cent of the true value of property, as determined by the scien-

tific appraisal, as the assessed value for city tax purposes. The city assessor fixes the values of new improvements and personal property annually.

Redwood City recently completed a scientific appraisal which was used for the first time in fixing the 1927-28 tax rates. The council, by resolution, fixed 60 per cent of the real estate true values and 75 per cent of the true value of improvements as the assessed valuation on which the tax rates were levied.

South San Francisco, Burlingame and other cities are considering scientific appraisals.

Number of Taxing Units:

There are sixteen taxing units in the county, each of which annually levies taxes on assessed value of property for maintenance of governmental services. There are, in addition, sixty-one other tax-levying units, the actual tax-rates for which are fixed by the Board of Supervisors, but with full power vested in each of these bodies, except lighting districts, as to the amounts that the Board of Supervisors must raise for their individual requirements. These are:

Tax-Fixing Bodies:	
County	1
Cities	10
Sanitary Districts	5
Tax-Levying Bodies:	
Elementary School Districts.....	35
High School Districts.....	6
Junior College Districts.....	1
Lighting Districts	12
Fire Districts	5
Mosquito Abatement Districts.....	2
Total.....	77

The boards of trustees of the schools, high schools, junior college, fire and mosquito abatement districts file estimates of annual requirements with the Board of Supervisors and the board must levy sufficient taxes for each district to meet the estimated requirements. The Board of Supervisors acts as the board of trustees for each lighting district and it determines the annual tax rate for each district on the basis of estimated contract cost.

Thirteen of the tax fixing bodies also assess the property upon which the taxes are levied. They are the county, eight cities and four sanitary districts. The assessed value of property fixed by the county assessor for county tax purposes is also used for tax rate fixing purposes in each school district, lighting district, fire district, mosquito abatement district, in one of the five sanitary districts and in two of the ten incorporated cities.



Courtesy of the San Mateo County Chamber of Commerce

SAN MATEO COUNTY COURTHOUSE, REDWOOD CITY

In addition there are a large number (estimated as at least 130) of special assessment districts, on which assessments are levied on various bases, including the assessed value of property, for improvements which will be paid for in a series of years, none of which exceed ten.

Variation in County and City Assessments:

The state law requires assessments to be fixed at 100 per cent of the true value of property, but all political subdivisions of the state have made a practice of using some percentage less than 100 per cent. The assessor states that real property in San Mateo County is assessed at 30 per cent of forced sale prices and that improvements are assessed at 30 per cent of normal, pre-war prices.

These ratios of assessed values to true values were established several years ago, and undoubtedly there are many variances today, particularly in cities where recent rapid growth has created new prop-

erty values, which are tardily followed by increases in county assessed valuations. At the time of the scientific appraisal of San Mateo city property values on a 100 per cent basis in 1923, it was established that county valuations of the property were 19.85 per cent of the actual. The recent scientific reappraisal of property of Redwood City indicates that county valuations are 17 per cent of the actual value of the same property.

Information obtained from property owners of Burlingame and Daly City is to the effect that county valuations of property in those cities average 17 to 20 per cent of actual. On the basis of the valuation of Spring Valley Water Company properties in San Mateo County as fixed by the State Railroad Commission in 1920, the company has determined that the average county assessed valuations of its properties is 30 per cent of the Commission's figures.

No accurate knowledge of the ratio of county valuations to actual valuations can be had without a technical appraisal. The limited data available, however, would indicate a general average of 30 per cent could be assumed for property outside of cities, and that the average of cities is from 17 to 20 per cent.

Assessed valuations have not kept pace with the growth of property values in the county and there are undoubtedly considerable inequalities, particularly between city and rural property. The assessor admits there is a need of thorough revision of assessment values, but states that the size of his present staff and the cost of the work does not make possible a complete revision of assessed values. Piece-meal revision has not been considered because of injustices that would affect individual property owners.

The Burlingame Chamber of Commerce has started a movement for a scientific reappraisal of county property and has petitioned the Board of Supervisors to provide funds for such appraisal, which is estimated to cost about \$65,000. The Board declined to act during 1927-28, due to the lack of available funds to finance such an undertaking.

Ratio of County to City Assessments:

For 1927-28, seven of the cities which fix their own assessments of property have higher valuations than the county for the same property. The town valuation of Hillsborough is less than that of the county.

The 1927-28 county and city valuations, together with the per cent of increase, are as follows:

	1927-28		Per Cent of Increase
	Assessed Valuations County	City	
San Mateo	\$5,210,210	\$ 9,943,650	90.8
Burlingame	5,258,245	8,324,100	58.3
Redwood City	3,212,950	12,413,680	286.3
South San Francisco.....	2,472,785	6,479,453	162.0
Hillsborough	5,757,800	5,712,200	0.8*
San Bruno	1,156,505	2,453,796	112.2
Daly City	1,126,900	2,143,115	90.2
San Carlos	793,045	2,949,555	271.9

*Decrease.

Assessment Improvements Desirable:

Determination of inequalities of county's assessed valuation and the probable average assessed valuation to true valuation are studies which could not be made within the scope of this survey. That inequalities exist and that the basis for assessed valuations is not up-to-date are facts too well

known to necessitate further proof of the need of a scientific appraisal and readjustment of assessed valuations for the county. The proposal that such an appraisal be made should be approved. The concurrent proposal that the county accept scientific appraisal of city property, either now in use or which may be made in the near future, as a basis for county valuations, should merit consideration; if such appraisals can be accepted, the cost to the county will be reduced.

The decentralization which produces one valuation of all property by the county, and duplicate valuations of twelve portions thereof by subdivisions, results in economic waste and unnecessarily complicates governmental organization. State laws designed to curb expenditures of political subdivisions by fixing tax limits are circumvented and are useless for the purposes for which they were enacted.

The cost of separate assessing by cities and sanitary districts is an unnecessary expense. The necessity of making out separate tax bills to be paid apart from and at different places than the county taxes is an inconvenience to the taxpayers.

County Tax Rates:

The total 1927-28 county tax rate for territory outside of incorporated cities is \$2.98. For incorporated cities, two road taxes totalling 50 cents, are not levied, leaving a maximum of \$2.48 levied in cities for county purposes. The cities of San Mateo and Burlingame, which maintain libraries exclusive of the county library, do not pay the county library tax of 4 cents. The cities of Burlingame, San Mateo and Hillsborough, which lie within the San Mateo Junior College District, do not pay the County junior college tax of 3 cents.

Deductions for Delinquent Taxes:

In determining the county tax rates, which must be finally adopted by the third Monday in September of each year, it is the practice of the Board of Supervisors to deduct five per cent from the total assessed valuations to cover the usual delinquencies in tax collections, and to fix a tax rate on the balance sufficient to meet the estimated requirements of each tax fund. Balances in funds and estimated departmental revenues are considered in determining the amounts which must be raised by taxes for each fund, but no allowance is made for the payment of delinquent taxes of previous years, or the payments for redemption of property sold for taxes.

This, and the 5% deduction, have the effect of increasing governmental revenues, over the amounts estimated therefor. Tax delinquents have averaged not more than three per cent for the last two fiscal years.

The policy of making deductions from the assessment roll before fixing tax rates, if to be sound practice, must also credit estimated collections of delinquent taxes with other revenues before determining the amount of revenue to be raised by taxes. The allowance of five per cent, in view of the fact that delinquencies do not exceed three per cent, is excessive. It is the usual practice in the cities of the county, with the exception of San Mateo, to make no such deductions, on the theory that payment of previous years' delinquencies and redemptions will practically offset the current year's delinquencies.

The city of San Mateo deducts $2\frac{1}{2}$ per cent from the assessment roll for delinquencies, but credits estimated payments of previous tax rates to available revenues before fixing the current year's rates.

County Tax Collections:

The County Tax Collector has charge of the collection of taxes for all political subdivisions of the county except the eight incorporated cities which make their own assessed valuations. The city taxes of Atherton and Lawndale are collected by the county and remitted to the cities without charge. Under laws passed by the 1927 State Legislature, the county has the power to charge 1 per cent of city taxes collected to reimburse the county for expenses of collecting.

Under the 1927 County Government Act, the tax collector's office is composed of the following personnel:

1 tax collector	\$4,000 a year
1 deputy	\$2,100 a year
1 stenographer	\$1,500 a year
2 cashiers	\$ 6.50 a day—4 months
3 clerks	\$ 135 a month—4 months
2 typists	\$ 90 a month—4 months
3 index clerks	\$ 125 a month—3 months
5 stenographers	\$ 100 a month—3 months
3 copyists	\$ 50 a month—3 months

The tax collector is also license collector for the county and receives \$500 a year for this service in addition to his salary of \$3,500 per year as tax collector. The costs of tax and license collection for 1926-27 were \$21,099. Collections totalled \$2,105,604.

Tax bills are mailed to each taxpayer. There were 41,000 bills rendered in 1926 and 54,000 in 1927, an increase of 13,000 or 32 per cent in one

year. The increase was chiefly brought about by subdivision of acreage into lots.

Descriptions of property are typed on tax bills, tax rates are stamped, and extensions are made by hand. County tax bills include county taxes and taxes for all districts, but not city taxes. Taxes are payable in two installments, as fixed by State law for all political subdivisions. During the period just prior to the closing date of the two tax payments, the tax collector and three deputies establish tax payment offices in cities and other convenient places in the county where taxes can be received on certain days.

Collection of Special Assessments:

The collection of assessments of special improvement districts in the county outside of incorporated cities is the duty of the County Treasurer, whose office maintains the records of such districts. The treasurer's office personnel was not increased by the 1927 County Government Act and consists of one treasurer @ \$3,500 a year and one deputy @ \$1,800 a year. The recent rapid increase of special assessment districts in the county has added considerable detail to the work of the office, and the present personnel will be inadequate upon the creation of additional assessment districts.

The collection of special assessments by the Treasurer, considered in connection with the collection of taxes and license fees by the Tax Collector, represents an unnecessary decentralization of function. The convenience of taxpayers would be better served if all collections were made by one official.

Budget Procedure:

The County has had no formal budget, nor has it restricted expenditures to estimated requirements of needs for various governmental services as determined when the annual tax rates were fixed. The procedure has been for the Auditor's office to furnish the Board of Supervisors with estimates of fixed charges and departmental expenses, together with estimates of probable income exclusive of taxes. The Board has made such changes in the estimates as it chose, and added estimates of costs of new improvements and other undertakings planned for the county during the fiscal year. The total compilations were used as the basis for determining tax rates levied. There was no formal budget adopted, no publishing of the items included in the compilation of estimates, and subsequent appro-

priations were made by the Board without regard to the estimates.

Under the 1927 County budget law, the county will be required to operate under formal budget and appropriation procedure starting in 1928-29. The law provides that department heads shall prepare estimates of departmental expenditures and also of all departmental revenues, together with the actual expenditures of the previous fiscal year, and shall file these with the Auditor before July 10th of each year. The Auditor shall submit these estimates, together with estimates he shall prepare of all other county expenses and revenues, to the Board of Supervisors not later than July 20th. The Auditor's budget shall include estimates of all road improvement and road repair costs and other capital improvements as prepared by the County Surveyor at the request of the Board of Supervisors. The Board may modify the proposed budget, but not before department heads have been heard on changes affecting their department. The budget as adopted shall be printed for public distribution and a public hearing held before final adoption. The law provides for an emergency fund to be utilized with certain restrictions, otherwise expenditures are restricted to budgeted amounts, under penalty of department heads being liable under their bonds for excess expenditures.

The new law has not yet been put into effect, and therefore no estimate can be made of its usefulness. It should provide the county with a budgetary control which is much needed, under which departmental needs and other public work will be planned and estimated in advance, will be considered in open public meetings, and, when adopted, will be published and will stand as a planned expenditure and developmental policy for the year.

County Purchasing:

The Board of Supervisors appoints a Purchasing Agent who gives full-time service to the purchase of county supplies. The cost of his office was \$4,259 for 1926-27. Approximately 50 per cent of all county purchases are made through his office; these approximated \$208,000 for 1926-27. The major county purchases not made through the Purchasing Agent are for rock used in road construction, which is purchased by each road commissioner. These amounted to about \$20,000 for 1926-27.

The county has a limited list of supplies for which it has standard specifications including hos-

pital equipment and supplies, asphalt, road materials, bedding and certain office equipment and supplies. It is the policy of the purchasing agent to advertise for supplies furnished in large quantities, although this is not required by law. This procedure is taken in order to keep the purchasing agent informed as to price and market conditions.

By law, the purchasing agent is required to obtain the prior approval of the Board of Supervisors for sundry services the cost of which exceeds \$50. This may prevent the immediate quantity purchasing of supplies and materials at a time when changing "open market" conditions are especially favorable.

The purchasing agent has advocated a pre-audit of claims, by means of which bills could be paid immediately upon approval by the Board of Supervisors. It is possible for the county to avail itself of the State law which permits the establishment of a revolving fund for the purchasing agent, whereby market discounts could be obtained to advantage, but this has not been done.

There is no county warehouse for storage of supplies, and apparently no need therefor. Office supplies and stationery are kept on hand in a small stockroom.

Under the new budget law the scope of the purchasing agent's department will be broadened and the Board of Supervisors will have recourse to that department in compiling estimates of supplies and materials used by the County for comparison purposes as against department heads' estimates. The scope of the office will also be extended if the purchase of school supplies required by all districts is centralized in this office, in accordance with provisions of an act of the 1927 Legislature.

The purchasing agent is, for the most part, an agent of the Board of Supervisors and has limited discretionary power in purchases, it being necessary generally to confer with the Board on any large expenditure. The County does not maintain any laboratory or research department to test supplies and materials prior to purchase. It has not been the policy of department heads and the heads of various institutions to submit estimates on the amount of supplies that may be necessary over a period of a year. It is the general policy to order through the purchasing agent supplies as needed, which results in small quantity purchases.

The county's purchasing procedure could be improved by vesting greater power in the purchasing

agent for "open market" purchasing, by providing for the standardization of materials, supplies and equipment on the basis of quality and of intended use, and by requiring that the auditor certify as to the availability of funds for all purchase orders and contracts before issuance, and set aside funds to meet bills therefor as presented.

The expenses of the county fiscal offices were 5 per cent of county costs for 1926-27 and were as follows:

Assessor	\$15,984
Auditor	10,932
Purchasing Agent	4,259
Tax Collector	21,099
Treasurer	7,639
Total.....	\$59,913

Courts and Legal Offices

Court functions in San Mateo County are carried on through one Superior Court and seven Justices' Courts, each with jurisdiction defined by State law. Other County court or legal offices or functions include the Law Library, the Juvenile Detention Home, the County Coroner and Public Administrator, the County District Attorney and the County Probation Officer.

Superior Court:

The Superior Court is presided over by a superior judge (an elective official), who hears all civil, probate and criminal cases coming within the jurisdiction of the court. He is also judge of the Juvenile Court and, as such, appoints the Probation Committee (adult and juvenile cases) and names the Probation Officer. The judge directs the impaneling of the county grand jury and the examination of the insane.

During the last five years the calendar work of the court has doubled in volume and has increased 10 per cent in the year 1926-27 over the previous year. The salary of the Superior Judge, \$6,000, is paid one-half by State and one-half by the County out of general funds.

Justices' Courts:

Justices' Courts are presided over by Justices of the Peace elected by voters of the township over which the jurisdiction of each justice extends. These courts function under general State laws for unincorporated area and have original jurisdiction in civil cases (involving a maximum of \$300) not included in the original jurisdiction of the Superior Court. In cases involving a violation of State penal

laws within incorporated cities, justices' courts have jurisdiction equal with city police courts.

There are seven Justices' Courts in the County. The first and second townships (bayshore) each have two such courts. The third (bayshore), fourth and fifth (coastside) townships each have one. These are exclusive of city police courts organized in each of the ten cities. The number of the Justices' Courts in the township is determined by the population of the township. Justices of the Peace are paid part-time salaries proportional to the population of the township in which they serve.

Fines and Penalties:

Fines and penalties collected by the Superior Court and Justices' Courts are paid into the county treasury and become part of the county general fund. Fees collected by the Sheriff in executing the orders of the Superior Court are paid into the County treasury. Constables of the Justices' Courts retain all fees collected. Costs of all courts are paid from general funds.

Law Library:

The County Law Library is established as an adjunct of the Superior Court and the District Attorney's Office. It is under general supervision of a Law Library Board of five members, composed of the Superior Judge, Chairman of Board of Supervisors, and three members of bar appointed by the Board of Supervisors. A deputy district attorney is secretary of the board and custodian of the library. He receives \$180 annually for these duties. The library is supported by a part of the fees received by the county in legal proceedings and set up as a Law Library Fund.

Probation Officer:

The Probation Officer is an appointee of the Superior Court. In San Mateo County he is both adult and juvenile probation officer and investigates probation cases of the Superior or Juvenile Courts. Investigation of probation cases is also delegated by the court to members of the County Probation Committee, composed of five citizens appointed by the court. The committee has advisory powers, including recommendation of the appointment of the probation officer.

Juvenile Detention Home:

The county maintains a juvenile detention home, which is under supervision of a matron appointed

by the Board of Supervisors. She acts under authority of the Juvenile Court and assists the court in investigation of juvenile cases. The juvenile detention home is a remodeled, one-story house in Redwood City and has a capacity of 9 children. The property is valued at \$5,000.

District Attorney:

The District Attorney is elective and is the county prosecutor and legal adviser to the county and for all school and special districts. He has two deputies, one being added to the staff since July 1st, 1927, and a stenographer. He does not act as legal adviser for the incorporated cities, each of which provides for city attorney services.

Coroner and Public Administrator:

The offices of Coroner and Public Administrator are consolidated in San Mateo County under one elective official, who is paid by fees for both types of services. There are nine deputy coroners, appointed by the Board of Supervisors, who also receive fees. The fees received are not accounted for to the county. Other expenses of the offices are paid from general funds and miscellaneous receipts are paid into the county treasury.

Revenues and Costs:

The revenues and costs for 1926-27 of the legal functions of the county exclusive of fees collected and retained as compensation by certain officers, were 4.8 per cent of county government costs and are as follows:

	Revenues	Costs
Superior Court	\$ 1,400	\$ 4,878
Justices' Courts	28,526	17,146
Law Library	1,685	1,153
Probation Officer		3,084
Juvenile Home		6,570
District Attorney		14,524
Coroner and Public Administrator.....	12,760	5,167
Examination of Insane.....		245
Court Reporting, etc.....		886
Grand Jury		1,380
Total.....	\$14,395	\$55,033

Peace Officers

Police protection in San Mateo County is provided by State, county, township and municipal police forces, each functioning independently.

The county sheriff has general police powers to enforce State laws throughout the county. Constables also act as peace officers within their respective townships and independently of the sheriff's office. Traffic control of highways outside of incorporated

cities is in charge of a State traffic squad, which also acts independently of the sheriff's office. General police powers inside incorporated cities are exercised by city police departments. They receive cooperation from the sheriff's office when extraordinary conditions arise, and practically all cities send prisoners to the county jail to serve sentences.

Sheriff:

The sheriff is an elective official and is an officer of the Superior Court. His organization consists of one under-sheriff, three deputies and a matron of the county jail. Under the County Government Act of 1927, San Mateo County is empowered to employ eight deputies and a jail matron. It is the intention of the sheriff to bring his staff up to the full quota in 1928.

In addition to his general police duties, the sheriff, as an officer of the Superior Court, serves writs, processes and notices of the court. One deputy devotes his time almost exclusively to this work.

The sheriff is also custodian of the county jail, which is located in Redwood City, adjoining the county courthouse, and is a class A, concrete structure having an ultimate capacity of 100 prisoners. Present facilities provide for the confinement of 50 male and 6 female prisoners. The county has a small jail in Halfmoon Bay for temporary confinement of prisoners. The estimated value of jail property is \$84,000.

During the year 1926-27 the sheriff's office made 953 arrests, and served 24,741 meals to prisoners at a total cost of \$6,185. On the basis of an average of 2,661 meals served per month at an average monthly cost of \$515, the per meal cost for board of persons was 25c. The total cost of maintenance of the sheriff's office for 1926-27 was \$29,996, divided as follows:

Salaries	\$13,800
Office maintenance	6,515
Jail maintenance	9,681
	<u>\$29,996</u>

Constables:

The constables are elected by townships to serve chiefly as officers of the Justices' courts or courts within their respective townships. They execute the orders of the court in the same manner as the sheriff acts as officer of the Superior Court. They also serve locally as peace officers where city police departments or the sheriff's force are not in direct contact. Constables retain all fees collected in addition to salaries. The costs for constables for



Courtesy of the San Mateo County Chamber of Commerce

SAN MATEO COUNTY MEMORIAL REDWOOD PARK

1926-27 were \$13,463. The costs of the sheriff's office, jail and constables were 3.7 of all county government expenses.

State Traffic Officers:

The county highways are patrolled by traffic officers appointed by the Chief of the State Motor Vehicle Division on recommendation of the County Board of Supervisors.

During 1926-27 six State traffic officers were employed in San Mateo County, one for each township, under a captain of traffic. The salaries of traffic officers are paid by the State, but indirectly by the county, the State deducting traffic costs from the State's apportionment of automobile license fees to the county. Traffic officers are paid \$175 a month and provide their own motorcycles and personal equipment. Since July, 1927, two traffic officers and an office clerk have been added to the San Mateo County squad.

Limited Police Service:

Police protection in the county, with four types of organizations — sheriff, township constables, State traffic officers and city police—all acting independently and to some extent overlapping in authority, cannot operate at maximum efficiency, because of such decentralization.

The sheriff's office, the State traffic squad and the township constables divide the control outside of incorporated limits, and their authority also extends within cities. There is a total force of 21 in the three organizations, but not all are available for peace-officer duty. (In addition, there is a total force of 57 in the city police forces.) One deputy sheriff is almost exclusively an officer of the courts, as are the seven constables. One jail matron and one clerk of the traffic squad have no police duties.

The sheriff and two deputies are practically the only officers with general police powers in the en-

tire county outside of cities, and they must divide their time into 24-hour service. Large sections of the county, particularly on the coast side, are without police protection of any kind, except for the limited service of constables and State traffic officers. As these officers are employed for day-time service only, there is no night service whatever, except when the sheriff's office or constables are called in emergencies.

The centralization of city and county peace officers (including the State traffic squad if this is legally possible) would considerably increase the police protection of the county, particularly in outlying sections, and would provide considerably more efficient service without increase in cost. Traffic officers and constables should have full powers of deputy sheriffs, and as such, could be so allocated as to provide both day and night service for outlying sections of the county. Fees now received by constables as officers of the justices' courts should revert to the county. There is no need for constables to act as peace officers within city limits,

and justices' courts could be merged with city courts, to eliminate duplication of service. Control of highway traffic can be divided between those cities which are equipped to maintain a traffic patrol and the county traffic squad.

Charities and Institutions

The institutional and charitable agencies of San Mateo County are the social service commission, county hospital and the county relief home and farm. There is also a county physician, who is professional head of the county hospital and gives professional aid to county dependents.

The county also maintains dependents in private institutions and State schools outside of San Mateo County and pays maintenance costs to those institutions out of general tax funds annually.

The extent of charitable services and costs for 1926-27, which were 22 per cent of county government expenses, are shown by the following table:

Table No. 2—Expenditures for Charities and Institutions, 1926-27—San Mateo County

	Value of Property	Capacity, Patients	Staff	Patient Days, 1926-27	Revenues	Costs
Social Service Commission.....			2			\$ 6,951
Emergency Hospital	\$ 6,000	10	2			4,151
Dependent Children						10,926
Outside Relief						72,210
County Hospital	423,000	82	14	20,726	\$17,108	115,081*
Relief Home	134,000	60	37	10,080	3,940	34,088**
County Physician						3,228
Payments to State Institutions.....						7,488
Miscellaneous Charities						757
Totals.....	\$563,000				\$21,048	\$254,880

*Includes \$20,413 for additions to buildings.

**Includes \$8,976 of cost of new building.

Social Service Commission:

The Social Service Commission is composed of seven members, five of whom are citizens named by the Board of Supervisors and two are members of the Board of Supervisors. The staff, appointed by the Supervisors, is composed of an executive secretary, an assistant, a county nurse, a county dentist and the matron of the Emergency Hospital.

The Commission makes recommendations upon all appeals for charity coming before it or the Board of Supervisors, based upon reports of the executive secretary of the Commission and the county nurse who conduct investigations in the field for the Commission. The Commission has general discretionary powers in recommending State and county relief. It is the general policy to supplement

State aid with county aid, the amount depending upon the merits of each case.

The Commission also makes recommendations on applications for admittance to the county hospital or the relief home and sets the rate in each case which the person is financially able to pay towards maintenance. Under its own regulations, the Commission is limited as to providing emergency relief to the extent of purchasing merchandise not exceeding \$5 for an individual case. It is a part of the general scope of the Commission to cooperate with the Juvenile Court officials in locating homes for delinquent or dependent children.

The Commission has supervision over the emergency hospital maintained by the County in Redwood City to provide for free clinic service to

adults and children. Such service is given to cases which do not require hospitalization. The County employs a dentist for clinic service. Physicians of Redwood City offer their services free in special cases. A surgical clinic is also conducted at Mills Memorial Hospital (San Mateo) in cooperation with the Social Service Commission.

Approximately 150 clinic cases are handled monthly through the Commission. The county nurse supervises the clinic and is assisted by a matron. Housing accommodations are provided for ten children in special cases requiring temporary treatment.

County Hospital:

The County Hospital is located about one-half mile west of Peninsula Highway near Beresford. It is a concrete structure erected in 1921 by special county tax. A tuberculosis pavilion and nurses' home was built during 1926-27, financed out of fees from patients and general maintenance tax. These additions cost \$18,012. The appointment of employees is under the control of the Board of Supervisors.

The institution offers general hospital service as well as treatment to tubercular patients. The service is not limited to charity patients. Private cases are admitted at regular rates, when accommodations are available. The general policy is to give preference to charity cases. Revenues from private and semi-charity patients amounted to \$12,263 in 1926-27. The hospital also receives a State subsidy for care of tubercular patients.

On the basis of the number of "patient days" of service in 1926, the net cost per day per patient was approximately \$2.43 for the year.

County Physician:

The County Physician is the professional head of the County Hospital, but has no administrative duties in connection with the institution. He also gives professional aid to the Social Service Commission and the County Relief Home.

Relief Home and Farm:

The Relief Home and Farm is located about six miles west of San Mateo and is maintained to house old people who have no other means of support. This policy, however, is not rigidly adhered to, as aged patients able to pay part of their maintenance cost are admitted. The management of the Home and appointment of employees is under direct control of the Board of Supervisors.

The county is now erecting a new Class A concrete building to replace old frame buildings destroyed by fire in 1925. The estimated cost of the new structure with equipment will approximate \$100,000 and will accommodate more than double the number of patients provided for in former quarters.

The relief home housed an average of twenty-five inmates per month during 1926-27. The approximate cost per day of maintenance of the patients for 1926-27, on a basis of number of "patient days" for the year, was \$2.14.

Payments to Institutions:

Persons committed to State asylums or correctional schools under court orders, where guardians or relatives are unable to contribute toward their maintenance, become charges of the county in such institutions, and the cost of maintenance of such persons is borne by the county. Claims of the State Controller against the county for such costs are paid semi-annually from the county general funds.

Dependent children not over 16 years old maintained in private homes or institutions recognized by the State upon orders of proper county authorities, are also maintained by the county. Claims for care of dependent children in such homes or institutions are filed with Board of Supervisors for payment, and are subject to approval of the Social Service Commission.

The payments by San Mateo County for care of inmates in various State schools and the cost of care of dependent children for 1926-27 were as follows:

State Institutions:

Whittier State School.....	\$ 1,708
Preston School of Industry.....	653
Sonoma State Home.....	4,090
California School for Girls.....	1,036

Total—State Institutions.....\$ 7,487

Schools and Institutions for Dependent Children:

Youths' Directory	\$ 420
Boys and Girls Industrial Home.....	323
St. Vincent's Orphanage	1,397
Little Children's Aid.....	921
Roman Catholic Orphanage.....	600
California Girls' Home.....	220
Mary de Costa.....	50
St. Mary's Orphanage.....	167
St. Francis School.....	1,151
S. F. Presbyterian Home.....	600
O'Connor Notre Dame.....	20
Salvation Army (Girls' Home).....	237
Social Service Commission.....	4,820

Total—Dependent Children.....\$10,926

Grand Total.....\$18,413

Financing:

The County Relief Home and Farm, County Hospital and Social Service Commission are maintained by special county tax rates as follows:

Purpose	Rate	
	1926-27	1927-28
Relief Home maintenance.....	.05	.05
New Relief Home construction.....	....	.246
County Hospital maintenance.....	.15	.113
Social Service Commission.....	.15	.14
Total.....	.35	.549

The 1927-28 tax rates for charity agencies are 18.4 per cent of the total levied for the county outside incorporated cities and 22.1 per cent of the total levied inside incorporated cities.

Decentralization of Social Services:

The official social service agencies of the county are completely decentralized. The Board of Supervisors exercises the power of appointment of members of the Social Service Commission, the staff thereof, and the staffs of the County Hospital and Relief Home. The most effective degree of administration and service to dependents and the poor of the county could probably be developed by centralization of related social service activities, and single administrative control thereof.

Health and Sanitation

The enforcement of state laws relative to the conservation of health, control of communicable diseases, recording of vital statistics, and meat and milk inspection are functions performed by county officers for all unincorporated territory and for incorporated cities which have not otherwise provided for such services.

The State Board of Public Health exercises certain sanitation control, such as the approval of standards of construction and location of sewer outfalls.

The United States Public Health Service supervises rodent control in the county. For 1926-27, \$2920 was appropriated from county general funds for squirrel extermination which was expended by the U. S. Public Health Service in cooperation with the County Horticultural Commissioner's office.

Health Officer:

The county health officer is a part-time official, whose duties are to report all communicable diseases to the State Board of Health, and to enforce state and local quarantine, health and sanitary

regulations. He has jurisdiction in all unincorporated territory and serves also as the health officer for the cities of Hillsborough, Lawndale and Atherton. He has two part-time deputies whose chief duties are the issuance of permits for burial or removal of the dead. He also has charge of recording vital statistics, for which he appoints seven registrars who are paid by fees. These are usually the city clerks of the larger cities.

The county charges fees for the burial of dead of other counties within San Mateo County and for the removal of bodies. As San Francisco has no cemeteries within its boundaries where the dead may be buried, the effect of the fees is to constitute a charge for the San Francisco dead who are buried in San Mateo County cemeteries. Revenues from such fees for 1926-27 were \$8157.

Milk and Meat Inspection:

State laws and the regulations of the State Department of Agriculture in regard to milk inspection are enforced by a county milk inspector appointed by the Board of Supervisors and employed full-time. A laboratory is maintained at the courthouse in Redwood City to test all milk produced or sold in the county outside of incorporated cities and for the cities of San Carlos, San Bruno, Hillsborough and Redwood City. San Mateo has its own milk inspector, employed on a part-time basis. A movement is under way to have all milk inspection in the county made by the county inspector and the cost to be met by fees paid by milk producers.

Meat inspection, as required by state law, is in charge of a veterinarian appointed by the Board of Supervisors and employed on a part-time basis. He inspects all meat slaughtered and offered for sale in the county outside of incorporated cities, and acts as meat inspector for San Mateo, Burlingame, Hillsborough and Redwood City. He is also health officer of San Mateo.

Revenues and Costs:

The revenues and costs to the county in carrying out health functions for 1926-27 were 1.1 per cent of county government expenses and are as follows:

Department	Revenues	Costs
Health Officer	\$8,157	\$5,261
Milk Inspector	2,919	4,173
Meat Inspector	3,242	3,095
Vital Statistics .....	.....	340
Burial of animals .....	.....	31
Total.....	\$14,318	\$12,900

Libraries

Free public library service is provided in San Mateo County by the county and five incorporated cities.

The county library is established according to state law (Act 2750 General Laws) and is supported by a county library tax, fees and fines. The main library is in the county courthouse at Redwood City and is in charge of a librarian, who has two assistants.

The county is empowered by law to establish branches in communities without other free library service, and to extend service to city libraries on request. San Mateo County has established nine such community branch libraries, and aids three city libraries.

The county is also empowered to administer school district library funds when such funds are officially turned over to the county library by the trustees of a school district. Each school district receives \$35 a teacher annually from the unapportioned county school fund as a school district library fund for purchase of supplementary text books, maps, charts, etc. The school district may either maintain a school district library or turn over its library fund to the county library, which will administer the fund and establish a branch library in the school district. During 1926-27, the county library administered the library fund of twenty-nine of the thirty-five school districts. A teacher is appointed in each school district as library custodian, without pay. The custodian is responsible to the county librarian in those districts having county library service and to the trustees of the districts which administer their own library funds.

Branch libraries are maintained by the county in the following communities: San Bruno, San Carlos, Menlo Park, El Granada, Halfmoon Bay, Colma, Woodside, Belmont and Lomita Park. Each is in charge of a custodian who, previous to the present fiscal year, has served without pay. The custodian at San Bruno, however, received \$15 a month from the city during 1926-27.

Under the 1927 County Government Act, San Mateo County is empowered to employ nine custodians at \$15 a month and eight custodians at \$10 a month. More community branch libraries are to be established in 1928 to bring the total up to the number of custodians permitted by law to receive part-time pay. Those which have already been established since July 1, 1927, include Hills-

borough, Los Lomitas, Montara and Francisquito.

A 4-cent tax for library purposes was levied by the county in 1926-27 and 1927-28 on the assessable property of the entire county except those incorporated cities having public library service independent of the county library. The cities which do not pay a county tax are San Mateo and Burlingame.

Redwood City, South San Francisco and Daly City levy city taxes for library purposes, but also subscribe to the county library service and pay the county library tax.

The value of county library property, including books and equipment, is approximately \$100,000. The number of books, including those in school branches, is approximately 187,000. A tax rate of 4 cents was levied in 1926-27 for county library purposes, the expenses of which were \$28,310, or 2.4 per cent of county government expenses.

Miscellaneous Activities

Weights and Measures Inspection:

San Mateo County employs a sealer of weights and measures who gives full-time service to the inspection of weighing and measuring devices used in business in the county and enforcing state laws in regard thereto. He is paid \$150 a month. Expenses of the office for 1926-27 were \$2485.

Horticultural Inspection:

A horticultural commissioner is appointed by the Board of Supervisors subject to certain state requirements. He receives \$175 a month and gives full-time service. The commissioner has two deputies who perform part-time inspectional service. The cost of the office for 1926-27 was \$6566 of which \$4500 was for salaries.

The functions of the horticultural commissioner are to prevent the introduction of pests injurious to the plant and animal life of the county and to cooperate with nurserymen, vegetable growers, florists and others in agricultural development. The office also enforces plant and animal quarantine regulations of the State Board of Agriculture, and cooperates with the U. S. Public Health Service in the extermination of rodents.

Fire Warden

The county employs a fire warden who has charge of forest protection in areas outside the jur-

isdiction of the fire departments of cities and fire protection districts. The restriction of regular fire fighting units to cities and certain built-up districts in the county leaves large areas of territory without fire protection, except as the fire warden may be able to cope with the situation. The warden engages day labor, as necessary, to fight forest fires and for the construction of fire trails and fire breaks. He is equipped with an automobile. The expense for 1926-27 was \$4535.

In Los Angeles County the fire warden, in addition to his duties of forest protection, is also ex-officio fish and game warden and he has general supervision over fire districts. The county, outside of incorporated cities, is divided into patrol districts with fire-fighting equipment which not only protects forests but all property within the patrol division. Inspectors are also employed to regulate fire hazards in unincorporated area. Thus the entire county receives the benefit of fire prevention supervision and fire fighting protection. Because of the large area in San Mateo County outside of cities and fire protection districts, and the fire hazard in such area, there is a need of an adequate fire protection organization to perform the same degree of services as the Los Angeles County organization.

County Memorial Park:

The county possesses a 310-acre grove of redwoods in the heart of the mountains near the Santa Cruz County line, which has been dedicated to the memory of the San Mateo County war dead.

Some improvements have been made within the park, such as rest houses and trails, and roads leading to the park are being improved to make the grove easily assessable for public recreational purposes.

The value of the property and improvements is \$75,000. There is a caretaker in charge.

Publicity and Advertising:

A County Chamber of Commerce was created by the Board of Supervisors in June, 1927, under authority of state law (Act 1802, General Laws). Such a chamber is empowered to assist a board of supervisors in advertising and exploiting the resources of a county for promoting trade and attracting new residents.

The organization of the San Mateo County Chamber of Commerce consists of a board of five members, one from each supervisorial district, and

a secretary. Appointments are made by the Board of Supervisors.

For the fiscal year, 1927-28, the Supervisors levied a 2-cent tax, estimated to produce \$9000, for the expenses of the county chamber, which will provide for a county advertising folder, installing exhibits in San Francisco and Los Angeles, a year book, films, photographs and supplies, and the salary of the secretary.

The county has previously levied a tax for an exhibit at the annual State Fair in Sacramento. This function will hereafter be under the supervision of the County Chamber of Commerce.

Expenditures for publicity and advertising for 1926-27 were:

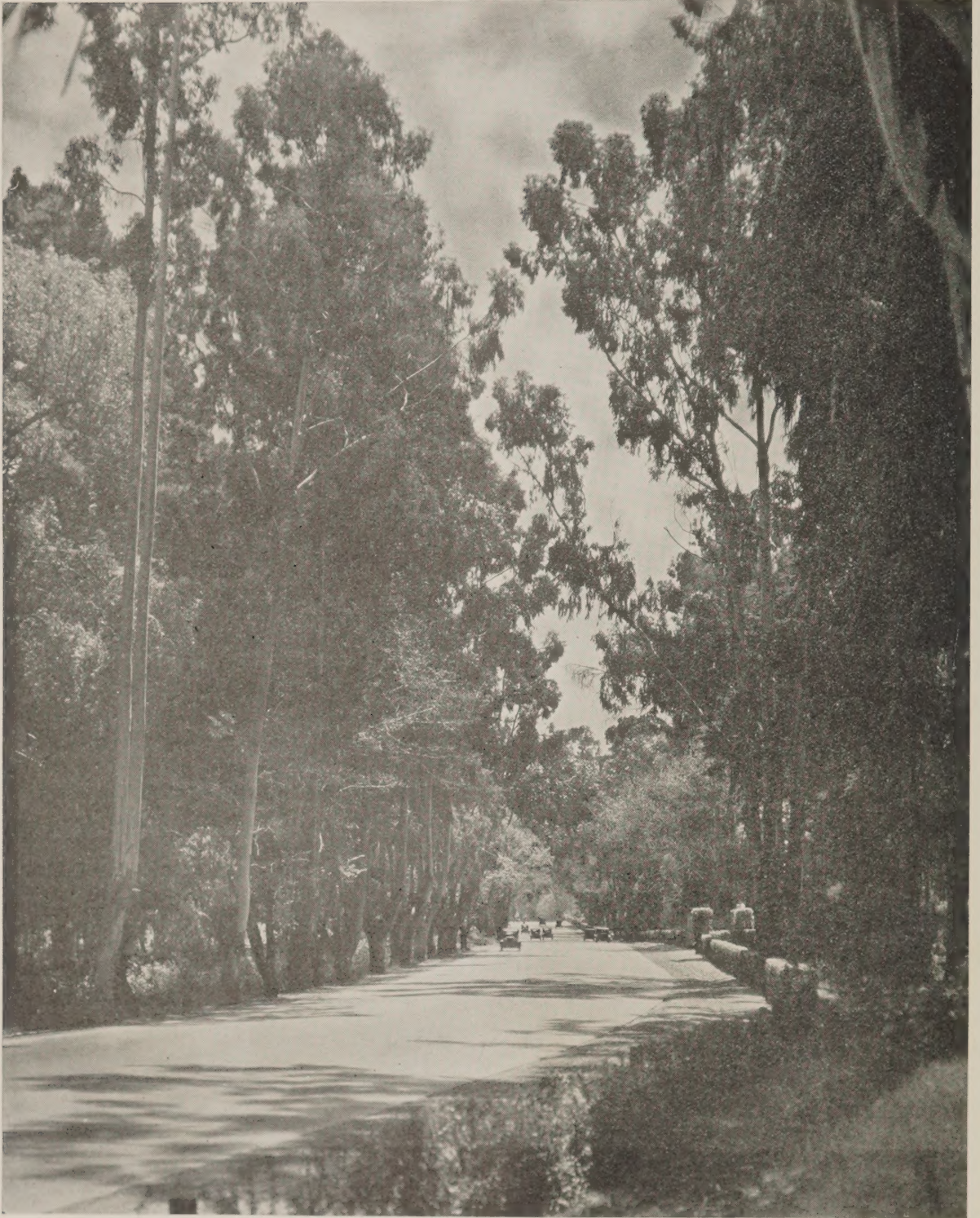
State Fair exhibit.....	\$ 918
County Chamber of Commerce..	426
Miscellaneous	881
	<u>\$2,225</u>

Expenditures for miscellaneous activities for 1926-27 were 2 per cent of county government expenses and were as follows:

Sealer of Weights and Measures.....	\$ 2,485
Horticultural Commissioner	6,566
Pest Extermination	2,920
Fire Warden	4,535
Memorial Park	2,959
Publicity and Advertising	2,225
Total.....	<u>\$21,690</u>

Loose Governmental Structure

The general laws of the State impose upon San Mateo County a governmental structure ill-suited to its needs and not adapted to efficient administration. In addition to its primary legislative powers, the Board of Supervisors has a large number of administrative functions under its direct control, while a number of others, such as fire, sanitary and mosquito abatement districts, are practically independent of its control. To perform the maximum governmental services, eliminate extra tax burdens and increase efficiency, the county is in need of a simpler, more compact and more centrally organized government with fewer elective officials and more administrative powers vested in departmental heads. The county still has the fee systems applicable to certain offices, such as the public administrator and the constables. The fee system is a relic of antiquated government and is no longer a standard by which to fix compensation of public officials.



Courtesy of the San Mateo County Chamber of Commerce

EL CAMINO REAL AT MILLBRAE
THE STATE PENINSULA HIGHWAY

Chapter III

San Mateo County Highway System

The county highway system consists of highways, roads and streets in the unincorporated areas of the county which have been "accepted" (legally taken into the system, with the liability for future county maintenance) by the Board of Supervisors; also highways through incorporated cities designated as county highways by the supervisors and dedicated to the county by the various city councils for purposes of maintenance. City streets and state highways are not considered as parts of the county highway system for purposes of road construction and maintenance.

The county highway system may be divided into primary highways and secondary highways. The primary highways consist of roads constructed and paved out of the proceeds of a 1913 highway bond issue of \$1,250,000, which was for the purpose of connecting all parts of the county by a comprehensive and connected system, plus additions subsequently built and paved from general county funds. Secondary highways consist of local roads and "subdivision" streets accepted by the county in unincorporated territory.

County Highway Districts:

The county is divided into five road districts, in accordance with state law, each township being also a road district. The supervisor elected in each township is ex-officio road commissioner for the district. As such, he directs the operations of a road foreman and crew, which performs maintenance and reconstruction work on county roads and highways in the district, also construction work estimated to cost less than \$1000 on such roads.

Each county road district owns and operates trucks, scrapers, graders, drillers, oilers and tools. The total equipment for the five districts is valued at \$35,000 by the county auditor. The county owns

its own corporation yard at Halfmoon Bay, where equipment of the fourth district is kept. Corporation yards are rented in the other four districts. The county has purchased a lot in Colma and a lot in Redwood City for future corporation yards in the first and third districts respectively.

County Surveyor:

The county surveyor's office performs engineering and inspectional services for all road districts and for highway and bridge construction work authorized by the Board of Supervisors. All highway construction let by private contract is under the supervision of the surveyor, who prepares the plans and specifications for such work. The surveyor also prepares plans and inspects all construction done by contract for special road improvement districts. His office makes recommendations on all plats of proposed streets to be established by the subdivision of tracts, which must be approved by the Board of Supervisors.

The organization of the surveyor's office, under the 1927 County Government Act, includes the surveyor, one deputy, six draftsmen, three transitmen, three rodmen, twelve chainmen and four inspectors. This staff performs all engineering services of the county, of which the major part is for highways; additional employees are engaged for engineering services for road-improvement and other special districts and for incorporated cities, which are performed by the surveyor on a contractual or fee basis. The expenses of the surveyor's office for 1926-27 were \$28,195, exclusive of work performed on a fee basis.

Segregation of Highways:

The classification and mileage of county highways by road districts is as follows:

Table No. 3—Road District Mileage—San Mateo County

District	Primary		Secondary		District Total Miles	Per Cent of Total
	(Paved) Miles	Per Cent of Total	(Graveled or Unpaved) Miles	Per Cent of Total		
First.....	20*	4%	29	6%	49	10%
Second.....	14*	3	32	7	46	10
Third.....	120	27	130	29	250	56
Fourth.....	24	5	30	6	54	11
Fifth.....	36	8	25	5	61	13
Totals.....	214	47	246	53	460	100

*Exclusive of ten miles of county highways, paved under the 1913 bond issue now part of the State Highway System.

The mileage and classification by districts is only approximate as the county does not possess definite records. The disproportionate mileage in the 3rd road district is due to the large number of subdivision streets and other thoroughfares in unincorporated territory which have been accepted by the Board of Supervisors as county highways for the purpose of maintenance.

Maintenance Forces and Costs:

All road district crews, including the foremen, are employed on a per diem basis, with the exception of one truck driver in the third district, who receives a monthly salary. The forces employed vary widely, according to the time of year, weather conditions, and work outlined. The road district expenditures (maintenance only) for 1926-27 and the relative expense per mile of county highways in each district, are as follows:

Table No. 4—Road District Maintenance Costs, 1926-27

District	1926-27 Expenditures (Maintenance Only)	% of Total Expenditure	District Highway Mileage	% of Total Mileage	Maintenance Expenditure per Mileage of District
First.....	\$ 44,850	23	49	10	\$915
Second.....	40,121	20	46	10	872
Third.....	48,806	25	250	56	195
Fourth.....	32,715	17	54	11	606
Fifth.....	29,596	15	61	13	485
Totals.....	\$196,088	100	460	100	\$426

The maintenance expenditures per mile, shown in the last column above, do not represent nor indicate the relative economy of maintenance work among the districts, but rather the apportionment of expenditures in relation to the mileage of roads in each district. The third district expends only 25% of maintenance funds but has 56% of the roads; the first district expends 23% of total maintenance funds but only 10% of the total road mileage. The third district, therefore, receives only about one-fifth as much as the first district, per mile of road to be maintained.

Financing of Road Maintenance:

County road construction and maintenance is financed by that portion of state motor vehicle license and gasoline taxes that is refunded to the county by the state, by county road maintenance taxes and special taxes for specific road projects, and by fines collected for traffic law violations. Additional appropriations can be made to district road funds from the county general fund by four-fifths vote of the Board of Supervisors.

The revenues from state subventions (license and gas taxes) traffic law fines and the bond issue road maintenance tax are divided equally among the five districts, regardless of district road mileage.

The regular and special "maintenance-taxes" for county roads are divided in proportion to the assessed valuation of the districts outside of incor-

porated cities—also regardless of district road mileage.

Special road-project taxes and appropriations from the county general fund are expended by the county directly for the purposes specified, except for appropriations made from the general fund to a specific road district.

There are several inconsistencies in the present method of distributing road funds.

The 6-cent "maintenance-tax" for the maintenance of highways built by bond issue—the maximum tax permitted by state law—is distributed equally among all the five road districts, although approximately 35 per cent of the total mileage of "bond issue" roads is included in the third district, and from 8 to 22 per cent in each of the other four districts. This particular state law, and the distribution of funds so authorized to road districts, unduly handicaps the county in its road program and fund accounting. The new budget and accounting laws will not entirely remove this handicap.

Due to a lack of official records, it was impossible in this survey to determine the cost per mile of maintenance of the "bond issue" roads. Examination of available records leads to the conclusion that the 6-cent maximum tax produces an amount altogether insufficient for maintaining such roads at present-day labor and material prices.

The road commissioners (supervisors) do not designate expenditures to be made from the fund created by the 6-cent tax for the maintenance of bond issue roads. Accordingly, the county auditor is forced to make an arbitrary distribution of expenditures, under which all expenditures on "bond-issue" roads in excess of the 6-cent tax revenue are charged to other road funds.

The distribution of other funds for road-maintenance likewise is not in proportion to the mileage to be maintained in the five road districts. The equal division among the districts of state motor vehicle license, gasoline tax funds and traffic law fines is subject to the same criticism as the 6-cent tax for "bond-issue" highways. The third district includes 56 per cent of all county road mileage and each of the other four districts from 10 to 13 per cent of the total mileage.

The division of the regular and special road maintenance-tax funds on the basis of assessed valuation in the districts outside of incorporated cities is likewise disproportionate to the mileage of roads to be maintained. The assessed valuation of the districts and the per cent of division of regular and special road funds as compared with the percentage of mileage of county roads is as follows:

Distribution of Road Maintenance-Taxes

District	Assessed Valuation	Per Cent of Total Valuation	Per Cent of County Highway Mileage
First	\$ 5,165,060	29	10
Second	3,407,645	19	10
Third	6,561,120	36	56
Fourth	1,875,795	10	11
Fifth	1,102,770	06	13
Total	\$18,112,390	100	100

The table shows that the first and second districts with only 20 per cent of all county highways, receive 48 per cent of maintenance-tax funds; the fifth district, with 13 per cent of all roads, receives only 6 per cent of such funds; and the third district, with 56 per cent of all roads, receives only 36 per cent.

Lack of Road District Budgeting:

There has been no formal program for, and no annual budgeting of estimated road district expenditures. In accordance with long-standing policy, all funds distributed to road districts are lumped and expended under the direction of the road commissioner (supervisor), as he sees fit, for repairs and reconstruction of roads under his jurisdiction. No new construction, unless of a

minor nature, is done with road district funds. New construction is almost entirely financed from special tax-revenues or general-fund appropriations.



Courtesy of the San Mateo County Chamber of Commerce

SAN MATEO-HALF MOON BAY HIGHWAY

No accounting of district funds is made by the road commissioners on the basis of units of work performed. All warrants are drawn by them against their specific district funds. Under the law, a maximum of 70 per cent of any fund may be spent during the first six months of any fiscal year.

Likewise, there is no program of road district expenditures. There is no cost accounting of the amount spent on specific roads nor of the cost per mile of county roads actually repaired or reconstructed.

The same condition prevails as to cost accounts of new road construction.

The lack of such programing and cost accounting may be due partly to the fact that the county, functioning under general law provisions of the state, has not had the authority to employ sufficient competent help in the surveyor's and auditor's offices for these purposes. It is also due, in part, to

the lack of any centralized program and control in the road-district method of administration.

The new county budget law, which took effect January 1, 1928, will make it mandatory for annual budget estimates of road district expenses to be compiled, beginning with the fiscal year 1928-29. A special act of the 1927 Legislature provides that each road district shall keep a mileage record showing all funds spent on each mile of road in the district. These laws will require a better system of road expenditure accounting. The laws, however, create additional work for the county auditor's and the surveyor's offices without providing additional help; this may operate to restrict the full application of the provisions and the intent of the law.

Total Highway Expenditures:

Including the road district maintenance expenditures, as shown on page 34, the county expended a

total of \$427,755 for highway purposes in 1926-27. This was 36.8 per cent of the total expenditure for county purposes. This expenditure was made partly through the road districts, and partly by direct county appropriations of special tax and general funds. All bridge repairs and road fencing costs are met by general funds, although the work is performed by district road crews.

From 1926-27 special tax funds, \$50,000 was appropriated to the State Highway Commission as the county's share of the cost of the "bottleneck" widening of the Peninsula Highway between Colma and Lawndale, and \$10,000 was appropriated to Road Improvement District No. 4A for the improvement of Wallbridge Street (Visitacion Valley).

The source of funds, tax rates, and the distribution of all highway expenditures for 1926-27 are as follows:

Table No. 5—1926-27 County Highway Maintenance and Construction Expenditures

Source	Tax Rate	Maintenance	—Expended for—		Total
			Equipment	Construction	
Regular and special road maintenance.....	.50	\$ 87,864	\$14,022	.....	\$101,887
"Bond Issue" roads maintenance.....	.06	20,595	474	.....	21,069
Specific road projects.....	.23	.....	.....	\$181,444	181,444
General fund.....	.....	10,622	.....	25,105	35,754
Traffic fines.....	.....	22,698	.....	.....	22,698
State (license and gas taxes).....	.....	64,931	.....	.....	64,931
Totals.....	*	\$206,710	\$14,496	\$206,549	\$427,755

*The tax rates for "bond issue" roads maintenance (.06) and specific road projects (.23) were levied on all of the assessable property of the county for 1926-27. The regular and special road maintenance tax rates (.50) were levied on the assessable property of the county outside of incorporated cities.

High Cost of "Bond Issue" Highways:

Bonds were voted in 1913 for a comprehensive county paved highway system to connect all districts of the county. There were \$1,250,000 of bonds sold and 98 miles of highways were constructed and paved at an average cost of about \$12,750 per mile.

The last maturity date of the bonds is 1942. The rate of interest is 5 per cent, requiring an annual interest charge ranging from \$62,500 to zero, and averaging \$31,250 per year—approximately the actual charge for the present year, 1928. The annual redemption charge is \$40,000, making an average annual debt charge of \$71,250. On July 1, 1927, \$900,000 of the bond issue was outstanding.

It is officially estimated that 70 per cent of all the bond issue highways have already been reconstructed, although only 30% of the bonds have been retired—and also, that the remaining 30 per cent of "bond-issue" highways are in need of re-

construction. The reconstruction of these highways not only absorbs all of the proceeds of the 6-cent maximum annual tax for that purpose, but undoubtedly requires a large percentage of other road maintenance funds annually.

However well-adapted and well-constructed the roads were for the purposes for which they were built in 1913, they are proving an uneconomic burden to the county under present-day use as shown by the following:

1. After thirteen years, \$900,000 of the original \$1,250,000 bond issue is still outstanding.
2. By the time one-half the term of the bonds has expired, practically all of these roads will have been replaced.
3. The taxpayers will be paying for the original construction for years after such original construction has been torn up and replaced.

4. By the time bonds have been retired, interest and redemption alone will have cost \$3,250,000, or \$33,064 per mile, in addition to a large amount of maintenance cost from direct taxation.

It is an axiom of municipal finance, that the term of bonds issued for public improvements should not exceed the life of such improvements. Furthermore, it is sound financing to provide for frequently recurring capital expenditures, such as highways, schools, etc., out of current revenues, because of the fact that the frequency of their recurrence puts these in the class of current expenditures.

Maintenance Cost of "Subdivision" Streets:

Streets platted in subdivisions in unincorporated territories are being added rapidly to the San Mateo County highway system, and thus to the county's road maintenance and construction problem.

Due to the lack of definite records, no attempt was made to determine the mileage that has been added to county roads, outside of cities, by these "subdivision" streets. Any such figure would quickly become obsolete by the continuous creation of new subdivisions and the continual expansion of city limits, each of which takes in certain such subdivisions.

The present policy of the Board of Supervisors in accepting many of these "subdivision" streets as county roads, particularly in the third road district, has added materially to the mileage of roads which

thereafter must be maintained from county funds. The county has no uniform specifications as to the width, type or character of improvement of such streets. Only the minimum requirements of width are demanded and types of base and surfacing vary with the number of subdivisions.

No exhaustive study is necessary to determine that many of these streets will need extensive maintenance within a few years, particularly where the pavement—grade, base and surface—have been designed and constructed without regard to probable future traffic use. The property owners will be faced, in many such cases, with the alternative courses of probable resurfacing by formation of assessment districts, or demanding that the county spend sums for maintenance. It is obvious that present county financing will not provide for extensive reconstruction of such streets that have only local use.

Acceptance by the county of privately-constructed streets should be based on rigid regulations as to the minimum requirements of width, base and surface, and for proper inspection of original construction by the county surveyor. Streets not conforming to such standards should not be "accepted" or should be accepted only as unimproved streets, with no obligation on the county to maintain these as paved streets. By this means, county funds would be conserved and a higher standard of street construction would be automatically enforced.

Comments on County Road Maintenance Procedure

Road Districts Obsolete:

The policy of dividing the county into road districts, as required by State law, is a legacy of the preautomobile era of government when county roads were practically local in character, only loosely connected. In those by-gone days, maintenance was a local repair problem of small financial importance. Today, the county, and its contiguous area, is a unit, closely related in its highway problems to a degree that could not have been foreseen in relation to the road districts of a generation ago.

Maintenance and reconstruction can no longer be considered on district lines. This is demonstrated by the increasing number of road projects being financed at general expense, by special tax rates levied by the Board of Supervisors, and the large amount of general fund appropriations for

projects which the Supervisors believe are of general benefit.

The present unequal division of maintenance funds, without regard to mileage of roads, and the practice of the Supervisors in transferring appropriations from one district to another to provide funds for road work when the usual district funds prove inadequate, clearly indicate that the road problems of the county cannot be administered along district lines.

Under existing county organization, the county surveyor is limited in supervision to contract work, while all district maintenance and reconstruction, if done by district crews, is under control of the road commissioners, who are not chosen for their qualifications and experience to administer such a function.

Such policy is not in keeping with modern gov-

ernmental administrative practice and lends itself to political patronage, extravagance and waste that are associated with those forms of government which perpetuate divided responsibility.

The system is one of "amateur" control, and is largely the cause of lack of adequate highway records, lack of cost-accounting for maintenance and reconstruction, lack of adequate work-programs, lack of proper apportionment of maintenance funds, etc. Actual costs can not be produced, and so comparative costs are not available, but a cursory analysis of the lack of system and records leads to the impression that the processes are much more costly than they should be.

Administrative and Financing Program Needed:

There can be no adequate and efficient administration of San Mateo County highways until the present road-district organization is abolished and a proper administrative and planning authority

established. There is a need of a centralized supervision of road maintenance crews, instead of independently functioning district crews. It is necessary that there should be proper planning and budgeting of highway maintenance and reconstruction expenditures and unit cost accounting of work performed.

There is the prime necessity of establishing, and, by county inspection, securing minimum standards of privately-constructed pavements—as to width, character and specifications governing construction—when such pavements are to be later proposed for "acceptance" by the county as paved streets.

With increased mileage of roads demanding more tax appropriations for maintenance and reconstruction, which may soon reach the limitations imposed by State law on tax rates which the county can levy for such purposes, the need of serious consideration of economical methods of administration and planning of expenditures is apparent.

State and Proposed County Highways

State highways in San Mateo County are not part of the county highway system for administrative and maintenance purposes, but they have an important place in the consideration of a comprehensive county highway program.

Three state highways traverse San Francisco and San Mateo Counties. All originate at some point within or at the San Francisco County line and extend southward through San Mateo County to join other units of the state inter-connected highway system. The highways are shown on the map on page 39. Their mileage is as follows:

State Highways in San Mateo County

	Mileage			
	Paved	Surfaced	Graded	Projected Total
Peninsula Highway	25.3*	.....	.....	25.3
Skyline Boulevard	.....	33.2*	.....	9.1 42.3
Bayshore Highway	5.4†	.....	5.2§	21.1* 31.7

*Small portions in incorporated cities not maintained or constructed by State.

†To be reconstructed. §Contract let for surfacing.

All construction and maintenance costs of the state highways are paid from state funds except 4.93 miles of the Peninsula Highway within the city limits of Burlingame, San Mateo and Redwood City, which the respective cities maintain; and 3.01 miles of the Bayshore Highway within the city of San Francisco to be constructed and maintained by

the city. San Mateo County has no control over the state highways within its boundaries.

Peninsula Highway:

The Peninsula Highway (El Camino Real) was the first and main highway of the San Francisco peninsula. It has been the chief vehicular thoroughfare from San Francisco to Southern California since the days of the Spanish conquistadores. It is an extension of Mission Street in San Francisco and skirts the bayshore plain throughout its length in San Mateo County.

As a state project it begins at the San Francisco County line, no part within San Francisco City and County being constructed or maintained by state funds.

The entire highway within San Mateo County is paved. Reconstruction and widening for 1.8 miles through the cemetery district (Lawndale) south of Colma, providing a two-way paved road, with separate 28-foot right-of-way for street railway tracks, has recently been completed. The cost of widening the cemetery strip was \$690,000 which was financed as follows:

State Highway funds.....	\$380,000
San Francisco	150,000
Market Street Railway.....	110,000
San Mateo County.....	50,000
Total.....	\$690,000

Principal Inter-County Highways

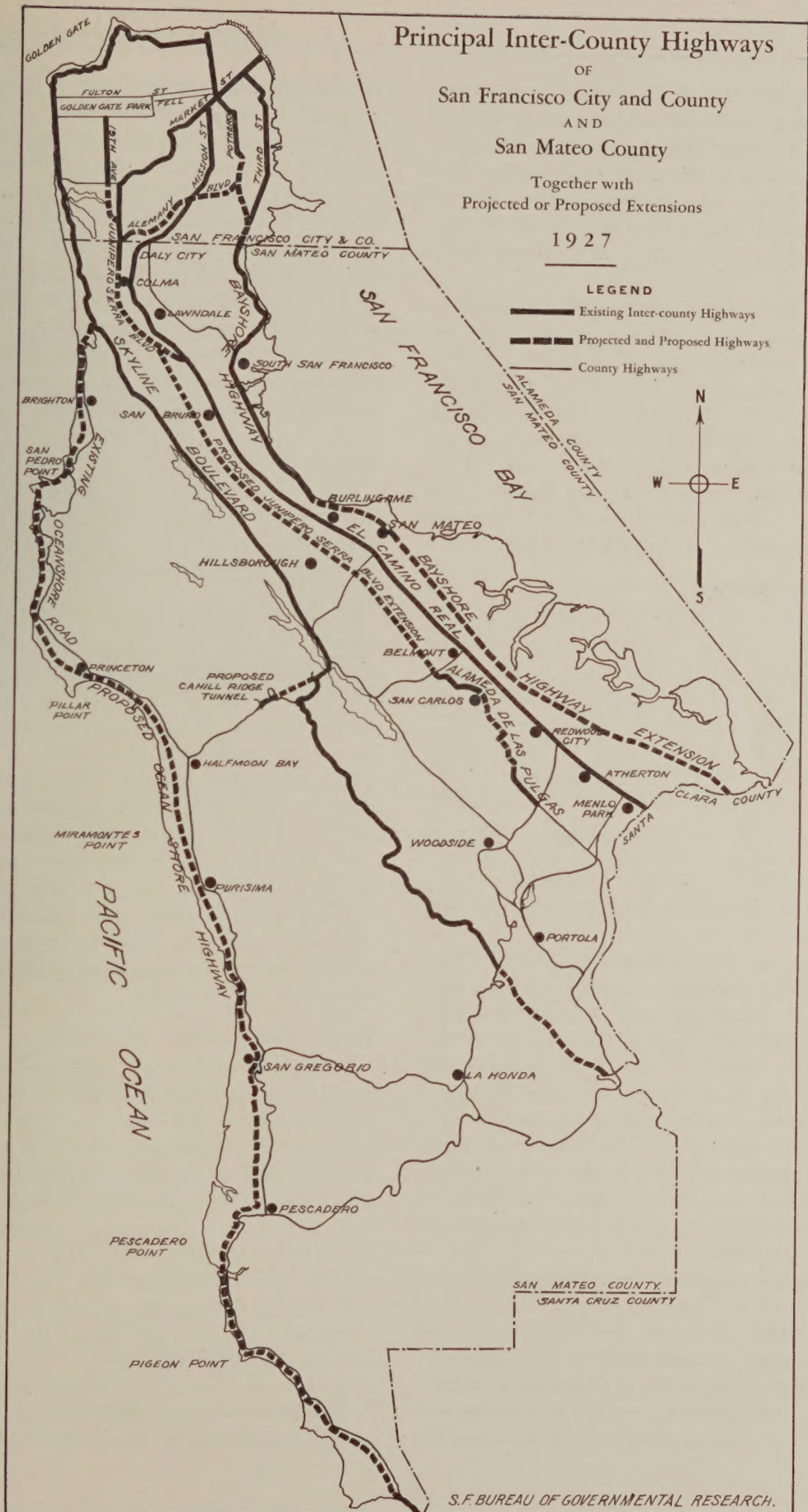
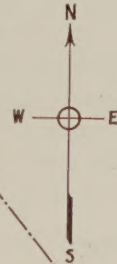
OF
San Francisco City and County
AND
San Mateo County

Together with
Projected or Proposed Extensions

1927

LEGEND

- Existing Inter-county Highways
- Projected and Proposed Highways
- County Highways



The present width of the right-of-way varies from 66 feet in Daly City to 75 feet in San Mateo, averaging 70 feet for most of the route. The paving is 50 feet in width from the San Francisco line to Colma, 60 feet through Lawndale, 40 feet to Beresford and 30 feet for the remainder of the distance, outside of Burlingame, San Mateo and Redwood City.

It is the policy of the State Highway Commission to obtain rights-of-way not less than 100 feet wide for the entire distance in San Mateo County, and to eventually increase the width of paving. To finance this undertaking, it is said that in addition to regular state highway funds, assistance will be sought from federal road-aid funds, San Mateo County and San Francisco City and County. No estimates of probable cost of the ultimate development of the highway have been made public.

Bayshore Highway:

The Bayshore Highway was created as a state highway in 1923. It is officially projected from San Bruno Avenue and Army Street, in San Francisco, southerly for three miles to the county line thence along the bayshore to a connection with the state highway system at San Jose. By special legislative enactment, no part of the highway within San Francisco is to be constructed or maintained by state funds. San Francisco citizens, in November, 1927, voted boulevard bonds of \$9,380,000, of which \$2,265,000 was allotted to Bayshore Highway rights-of-way and construction within the city limits.

The state has taken over 4.5 miles of the Bayshore Highway, San Mateo County, from the San Francisco line to the city limits of South San Francisco. This will eventually be reconstructed to the width of the connecting sections of the highway. About one mile of city streets in South San Francisco is also to be taken over by the state as part of the project. An underpass has been constructed under the Southern Pacific tracks at South San Francisco, and 5.25 miles of grade and fill have been constructed over marsh and tidelands to Broadway, Burlingame.

The costs to date have been \$290,000 for the underpass and \$373,407 for the grading. The Southern Pacific Company paid 28 per cent, or \$80,200, towards the construction of the underpass. The city and county of San Francisco appropriated \$500,000 several years ago which was expended on rights-of-way, grading, and for the construction of

the underpass. The balance spent to date has been from state highway funds.

San Francisco, in addition to its original \$500,000 appropriation, provided for the construction of the three-mile section of the highway within its limits by voting bonds therefor last November. The San Francisco section will have a right-of-way of 125 feet. Rights-of-way of that width have been or are to be obtained for the entire length of the projected highway in San Mateo County.

There are approximately 18 miles of the projected highway not yet graded in San Mateo County. Rights-of-way have been obtained for approximately 50 per cent of this distance and the lands included in the remaining 50 per cent are expected to be donated. The highway, when completed, will offer a new, wide thoroughfare over comparatively undeveloped territory and is expected to be an important artery of traffic to meet rapidly growing needs.

Future construction has not been budgeted by the State Highway Commission, but it is expected that appropriations will be made from state highway funds for the rapid completion of the unconstructed portion. Contracts were recently awarded for the surfacing with oil macadam of the 5.25 miles now graded and open for travel, and for grading a three-mile section from Broadway, Burlingame, to Fifth Avenue, San Mateo.

No plans have as yet been made by the State Highway Commission for its paving of this highway in San Mateo County. If traffic requirements make paving essential, before the state can finance this, the two counties may be called upon for all or part of the cost of paving.

Skyline Boulevard:

The Skyline Boulevard has been constructed from the Great Highway and Sloat Boulevard in San Francisco for 2.04 miles to the county line, and southerly for 31 miles through San Mateo County along the ridge of the Santa Morena Mountains to the Redwood City-La Honda-San Gregorio County road. It is projected to extend southward through San Mateo and Santa Cruz Counties, connecting with the state highway from San Jose to Santa Cruz.

It has been the policy of the State Highway Commission to grade and surface this highway in sections, appropriating a sum for each year's construction work. Two sections remain to be completed in San Mateo County. One is from the present terminus to the Alpine Road (7.3 miles) and the

other from the Alpine Road into Santa Cruz County, of which 1.8 miles will be in San Mateo County. Bids for the first of these sections were called for early in 1928.



Courtesy of the San Mateo County Chamber of Commerce

SKYLINE BOULEVARD

The rights-of-way for the boulevard are 80 feet wide from Sloat Boulevard, San Francisco, to the Crystal Springs Lakes, in San Mateo County, and 100 feet for the remainder of the projected route in the county. The constructed road has a 30-foot oil macadam surface. The cost has been \$1,287,000 and it is estimated to cost \$428,500 to complete, according to present specifications.

Rights-of-way and fencing costs have been financed by Joint Highway District No. 1, composed of San Francisco, San Mateo, Santa Clara and Santa Cruz Counties. Construction work has been financed from state highway funds and federal aid. The state highway program does not contemplate paving the boulevard in the near future, and no estimates have been made of ultimate cost.

Ocean Shore Highway:

In addition to the State highways, other major highway projects in the county are the Ocean Shore Highway, the Alameda de las Pulgas, extension of Junipero Serra Boulevard and several important east-west connections.

A tri-country highway district, composed of San Francisco, San Mateo and Santa Cruz Counties, has

been organized for the purpose of reconstructing the Ocean Shore Highway as a boulevard, utilizing the abandoned Ocean Shore Railway right-of-way in part and existing San Mateo and Santa Cruz County roads for the remainder. Preliminary surveys and plans have been made.

The preliminary estimates, compiled by engineers of San Francisco and San Mateo Counties, indicate a cost of \$5,300,000. This is to be distributed, San Francisco 55 per cent, San Mateo 30 per cent and Santa Cruz 15 per cent. San Mateo County citizens have held to the viewpoint, that the coast-side district of the county must look to San Francisco to aid in the construction of the highway, as in the case of the Bayshore Highway. It is also proposed that the state will be asked to assist in financing.

The highway, as proposed, would be built along a water-level route that will eliminate the existing grade over San Pedro Mountain in San Mateo County and, it is estimated, would reduce transportation time between San Francisco and the districts south of San Pedro Mountain by 25 per cent. As the highway to San Francisco is the main transportation artery of the coastside district, that district expects the proposed improvement to stimulate a large development along its entire route.

Alameda de las Pulgas:

The improvements of the Alameda de las Pulgas from the Woodside to Belmont roads is proposed to be financed by creation of a special assessment district within San Mateo County, under the 1925 Mattoon Act. This act has not heretofore been used in San Mateo County, although Los Angeles County has more than 200 special road improvement districts organized under its provisions.

The estimated cost of the project is \$489,987, of which it is proposed that the county pay \$20,000, the balance be financed from the proceeds of a 20-year bond issue, which would be refunded by annual taxes on the property of the district to be organized for this purpose. Opposition to the method of financing has been raised and the formation of the district has been held in abeyance.

Junipero Serra Boulevard Widening:

The extension of Junipero Serra Boulevard from the San Francisco line southward has been advocated as necessary when the widening of the boulevard is completed within the limits of San Francisco.

The sum of \$850,000 was provided for such widening in the boulevard bond issue voted by San Francisco in November, 1927; also, \$500,000 for the extension of 19th Ave., which will feed into Junipero Serra Boulevard within the San Francisco city and county limits. No estimate of cost has been made of the widening of that portion of the boulevard located in San Mateo County, nor has any method of financing been proposed. The boulevard unit in San Francisco is to be widened to 125 feet.

Other Highway Proposals:

An unofficial proposal has also been made by San Mateo County citizens to connect the proposed extension of the Alameda de las Pulgas with the proposed extension of Junipero Serra Boulevard, to form another arterial highway through San Mateo County paralleling the Peninsula Highway. It is proposed that this project be financed by a joint highway district of San Francisco and San Mateo Counties. Public sentiment has not been crystallized in regard to this proposal, but the need of expanded highway facilities from San Francisco, through the peninsula, is recognized and emphasized by all who are in close touch with the traffic situations on existing arteries, and the probable traffic requirements of the whole area.

Another project, which has not yet received official recognition, is the proposal to shorten the east-and-west highway distance, and to eliminate the present mountain grades between Halfmoon Bay and San Mateo, by a 4,000-foot tunnel under the Cahill ridge of the Santa Morena Mountains. It is declared that the tunnel will save three miles in

distance and will reduce the maximum grades to four per cent. The cost has been estimated at \$800,000. No method of financing has been proposed.

A survey has been authorized for a new highway to connect the Skyline Boulevard with the County Memorial Park and Pescadero.

Other new highway improvements which will have to be planned and financed include the extension of laterals to connect with the Bayshore Highway as projected, and approaches to the Dumbarton and San Mateo-Hayward bridges.

Main Highway Financing:

The completion of main highway projects now proposed, both State and county, will require the expenditure of a large sum of public funds. San Francisco has bonded itself to widen and pave several of its main highways to the county line. It has already aided in financing of the Bayshore Highway, has obligated itself to pay the larger part of the cost of reconstructing the Ocean Shore Highway, and will no doubt assume a part of the cost of other inter-county projects which will connect with the major highways to be built by bond funds. The State has an extensive highway program outlined for San Mateo County. Other projects are proposed to be financed by the county, or in part by the county and special assessments. If the necessary highways are to be speedily completed to meet the demands of motor traffic, there will be a need of a comprehensive plan and a financing program with proper allocation of cost among the governmental units concerned.

Chapter IV

San Mateo County School System

Organization, Administration and Finance

The forty-two school districts of San Mateo County constitute 42 separate independent governmental units, with a total expenditure almost as great as the combined expenditure of the county and all other political subdivisions thereof. The variety of the data involved in these 42 units has seemed to require the detailed analysis outlined in the following pages.

Organization:

San Mateo County schools are organized under the local district plan provided by State law for unincorporated areas and incorporated areas of cities of the sixth class. The law provides that any locality having fifteen children of school age residing more than five miles from a schoolhouse may petition for a new school district. Under this plan, a school district may include both city and unincorporated territory, and, as all cities in San Mateo County are of the sixth class, district boundaries are not coterminus with city boundaries, except for the Hillsborough district. School districts are formed, and changes in districts are authorized by the Board of Supervisors, upon the approval, by the County Superintendent of Schools and the State Superintendent of Public Instruction, of a petition filed by heads of families for the formation of a new district or a change in boundaries.

San Mateo County has forty-two school districts—thirty-five elementary school, one high school, five union high school, and one junior college district. Five of the six high school districts each comprise several elementary school districts and are called union high school districts; the boundaries of the other, the South San Francisco High School District, are coterminus with the elementary school district. The Junior College District coincides with the San Mateo Union High School District.

District Administration:

The control of each of the 42 school districts is vested in a board of trustees, one for each district. Elementary school boards each have three members elected by the voters of the district for terms of

three years, one being elected each year. Union high school boards each have five members, who serve three-year terms. The trustees of the South San Francisco elementary school district serve also for the high school district; the San Mateo Union High School board also serves as the Junior College board.

Thirty-five elementary school and five or ten high school trustees are elected annually on the last Friday in March. School trustees, of which there are 130 for the school districts of the county, serve without compensation.

Each board of trustees has control of its district school building policy, the administration of its school funds, the employment of its teachers and the fixing of their salaries, the purchase of its school supplies and equipment, the preparation of its annual school budget for tax-fixing purposes, and the enforcement of school laws.

No administrative, fiscal or governmental relationship exists among the thirty-five elementary school districts. Each of the forty-two elementary, high and junior college districts functions separately and independently of the others in all matters of financing.

The school districts conduct their own elections, the regular elementary and high school district trustee elections being held jointly. Election costs are nominal, due to the fact that election officials serve without pay and schoolhouses are used for polling places. The average costs, principally for printing and supplies, for elementary school districts are probably not in excess of \$10 a district for each election. High school districts average about \$50 each.

No registration lists are furnished the school districts by the County Clerk, the only requirement to vote being the statement of the citizen that he resides within the school district boundaries and is a registered voter of the county.

County Superintendent of Schools:

General supervision of specific matters pertaining to schools is vested in the County Superintendent of Schools, elected at large for a term of four years.

The principal duties of the county superintendent are to apportion moneys allotted from State and county taxes, approve building plans for school districts, examine and approve district budgets (with no power to reduce these if they fall within State law limits), purchase school supplies and equipment when authorized by district boards (an alternative, under 1927 laws, to purchasing through the county purchasing agent), visit the schools of the county, hold annual teachers' institutes and assume all duties and powers of school trustees in cases of their failure or refusal to carry out provisions of the school laws.

The superintendent's office is a clearing house for the districts in all matters regarding taxation and it keeps a complete record of all fiscal transactions of the districts. The superintendent has no authority over districts except in cases of failure of trustees to act.

The approval of building plans and school district budgets by the county superintendent is principally to determine that these comply with State school laws, as to financial limitations for buildings and operation.

The superintendent appoints a deputy superintendent of schools, a rural teaching supervisor, and a rural school nurse. The salaries of the superintendent and deputy are paid from the county general fund. The salary of the rural supervisor is paid from the Supervisors' fund (unapportioned State and County school funds).

The duties of the rural supervisor are to visit schools, assist in teaching, and exercise general supervision of teaching in school districts with less than 300 pupils in average daily attendance.

The rural school nurse is employed to give professional school-nursing service to those school districts which contribute to the county nursing fund. Contributions are at the rate of \$25 a year a teacher. The nurse receives \$140 a month from this fund.

County Board of Education:

The County Board of Education consists of the Superintendent of Schools who is ex-officio secretary of the board, and four other members appointed by the Board of Supervisors. Two members are appointed each year to serve terms of two years. Three members of the board are required by State law to hold grammar school teaching certificates in full force and effect. All members of the San Mateo Board meet this requirement, three being district superintendents engaged in teaching. The board

selects its president from among its own members.

The county board has authority to certify teachers, to hold teachers' and eighth-grade examinations, and to select supplementary textbooks for county schools from a list prescribed by the office of the State Superintendent of Public Instruction.

Under the cooperative purchasing act of 1927, the board is required to establish rules and regulations under which elementary school trustees shall purchase standard school supplies and equipment through the County Superintendent of Schools, or through the County purchasing agent. Steps have been taken by the county board to comply with this act, but no arrangement had been perfected at the completion of this survey.

The county board has no legislative functions to perform and in this respect it differs from the board of education as it is commonly understood in San Francisco and other cities. It acts principally as a board of examiners and is professional in character. The title is misleading in view of its professional rather than administrative duties.

School laws which provide for an appointive board and an elective superintendent are the reverse of modern governmental practice. A county board of education, if vested with responsibility for the conduct of the school system, should properly be an elective body with power to appoint a county superintendent as its administrative officer. Such a procedure is provided for city boards of education but cannot apply to counties functioning under general laws.

The 1926-27 costs of county superintendence of schools were as follows:

Cost of County Superintendence

Purpose	Salaries	Other Expenses	Fund
County Superintendent	\$3,500		Salary
Deputy Superintendent	1,680		Salary
Rural Supervisor	2,700	\$ 120	Supervisors
Rural Nurse	1,535	5	Nursing
Board of Education.....	1,205		Salary
Miscellaneous		4,306	Supervisors
Total.....	\$10,620	\$4,431	

District Superintendents, Elementary:

Certain "district superintendents" are provided for the San Mateo County elementary schools. These officials have no connection with the county superintendent's office or the County Board of Education.

For purposes of supervision, the State school law

classifies all elementary districts having less than 300 pupils in average daily attendance as "rural" and within the jurisdiction of a rural supervisor appointed by the county superintendent. Districts with more than 300 pupils in "average daily attendance", and having at least eight classrooms and eight teachers, may have district superintendents appointed by the district trustees.

In San Mateo County, 29 of the 35 elementary districts had less than 300 pupils in average daily attendance in 1926-27 and twenty-eight of these were under supervision of the rural supervisor.

The Hillsborough School District, although coming within the rural classification on the basis of average daily attendance, had nine classrooms and eight teachers, and had a district superintendent appointed by the district board of trustees. The six elementary districts with more than 300 pupils in average daily attendance have district superintendents. Two districts classified as rural, Menlo Park and Ravenswood, may exceed 300 pupils in average daily attendance in 1927-28 and, if so, will be entitled to appoint district superintendents for the fiscal year, 1928-29.

Financial Control:

All school district boards of trustees must submit their annual budget estimates of expenditures to the county superintendent of schools, who checks these for compliance with state school laws.

If the budget estimate of any district is in excess of the anticipated revenues that the district will receive from state allotments (based on number of teachers and average daily attendance) and from the county general school tax, and if such budget comes within the rate limitations fixed by state law, the Board of Supervisors levies a special school district tax on the assessable property of the district, as assessed by the county assessor, sufficient to raise the amount required by the district.

If any district board estimates that expenditures will be in excess of the tax limits of state law, for maintenance or building purposes, the board must then submit such excess for approval of the voters of the district at a special election.

Special school district taxes are collected at the same time as, and as a part of, county taxes by the county tax collector.

The county auditor audits all school district receipts and disbursements and keeps the general accounts of the districts. His only control, however, is as to the proper accounting of receipts and dis-

bursements according to funds. The control of expenditures is vested in each school district board of trustees within limits fixed by state law. Each school district has its own accounting methods, as the state does not prescribe a uniform system. These accounts are usually kept by the clerk of each school district and are subject to no audit other than the accounting of funds by the county auditor.

In the smaller elementary school districts, the accounting of funds is comparatively simple. In the larger districts, however, the manner of accounting of expenditures, cost accounting of various school units, and comparison of expenditures with budget estimates is a matter of importance, if school districts are to be managed in an efficient and economical manner.

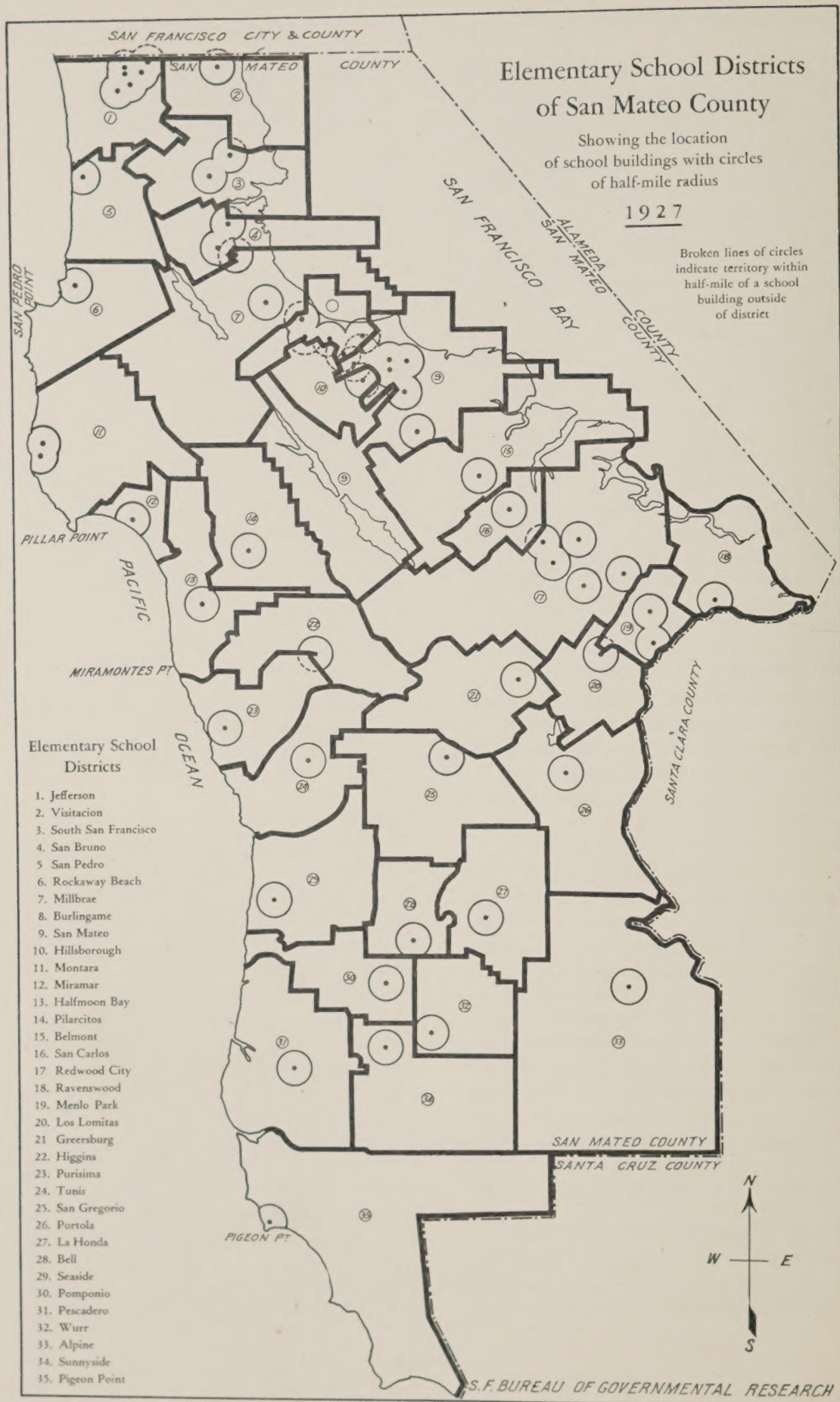
The lack of requirement of a uniform accounting system by the state, and the lack of competent accounting service in practically all school districts, are serious defects in the present district plan of school organization. The financial difficulties of the San Mateo Union High School District, which developed early in 1928, subsequent to the field work conducted by this survey, can be attributed directly to the absence of sound accounting, auditing and budget control methods.

In addition to the services given school districts by the county fiscal officers, the district attorney is the legal adviser for all school-district boards of trustees.

Purchase of Supplies:

Supplies and equipment for schools make up almost one-half of all purchases made annually by political subdivisions of the county. At present each school district board of trustees authorizes purchases for its district and buys in such quantities as it requires.

As each school district needs practically the same kind of supplies, the duplication of purchasing operations and the high cost of small-lot buying must assume considerable proportions each year. No study has been made of prices paid for commodities by San Mateo County school districts. Studies by the California Taxpayers' Association of school-supply purchases in other California counties have revealed a range of prices of as high as 185 per cent for the same article among the school districts of a single county. Considering the incidence of small-quantity purchasing, it can be assumed that, in San Mateo County, the difference in size of school districts and amount of supplies required by each, also



results in a wide variation among districts in the cost of school supplies.

A procedure for school districts to cooperate in the purchase of school supplies has been set up in the State Cooperative Purchasing Act of 1927, which is to be complied with by all school districts after February 1, 1928. The act provides that the County Board of Education shall list standard school supplies and equipment which can be advantageously purchased in quantity and that such sup-

plies shall be purchased by the school districts through the county superintendent of schools or, when so directed by him, by the county purchasing agent.

The county purchasing agent estimates that, if the purchase of all school supplies for the county are conducted through his office, it would be possible, under a plan of standard specifications for materials and equipment, for his department to save the school districts at least 25 per cent on their purchases over a period of a year.

Elementary School Districts

The state classification of elementary districts for the purpose of providing for "district superintend-

ence" on the one hand, or "rural superintendence" on the other hand, does not operate to make a

Table No. 6—Elementary School Districts—Segregated by Types of Service

	Number of Buildings	Class Rooms, Total	Value of Property	Average Daily Attendance (a)	Number of Teachers	Average No. of Pupils per Teacher	Kinder- garten Classes
Eastern (Bayshore) Group—							
San Mateo.....	8	44	\$ 373,425	1,524	44*	35	2
Burlingame.....	5	43	391,000	1,408	38*	37	3
Jefferson.....	7	40	175,100	1,312	40*	30	3
Redwood City.....	5	47	434,000	1,291	39*	33	2
South San Francisco.....	2	30	238,000	1,002	22*	43**	2
San Bruno.....	2	20	91,200	454	14*	32	1
Menlo Park.....	1	9	74,500	241	9	27	1
Ravenswood.....	1	6	61,200	228	6	38	....
Millbrae.....	2	7	139,000	197	7	33	1
Hillsborough.....	1	9	130,300	144	9*	18	1
Visitation.....	1	4	32,200	97	3	32	....
Los Lomitas.....	1	5	12,050	92	5	18	....
San Carlos.....	1	3	21,300	91	3	30	....
Belmont.....	1	2	25,000	77	3	26	....
Greensburg.....	1	2	11,300	59	2	19	....
Portola.....	1	2	10,700	41	2	20	....
Totals—Eastern Group.....	40	273	\$2,220,275	8,258	246	34	16
Western (Coastside) Group—							
Halfmoon Bay.....	1	5	\$ 21,400	161	5	32	....
Pescadero.....	1	3	5,300	68	3	23	....
Montara.....	2	3	32,000	51	3	17	....
Purisima.....	1	2	3,300	32	2	16	....
Miramar.....	1	1	9,250	24	1	24	....
Bell.....	1	1	2,450	20	1	20	....
Higgins.....	1	1	4,250	20	1	20	....
San Pedro.....	1	1	10,300	20	1	20	....
Seaside.....	1	1	1,650	19	1	19	....
Tunis.....	1	1	1,555	18	1	18	....
Pigeon Point.....	1	1	1,675	16	1	16	....
Pilarcitos.....	1	1	1,925	15	1	15	....
Pomponio.....	1	1	2,200	11	1	11	....
La Honda.....	1	1	4,600	10	1	10	....
Rockaway.....	1	1	2,650	9	1	9	....
Wurr.....	1	1	1,800	7	1	7	....
Alpine.....	1	1	750	6	1	6	....
San Gregorio.....	1	1	900	6	1	6	....
Sunnyside.....	1	1	2,000	1	1	1	....
Totals—Western Group.....	20	28	\$ 109,955	514	28	15	0
Totals—All Districts.....	60	301	\$2,330,230	8,772	274	32	16

(a) Includes kindergarten attendance.

*District superintendents included.

**Based on 956 A. D. A., as 46 pupils in A. D. A. attend classes at South San Francisco High School.

proper distinction in San Mateo County between those school districts which have an urban-type of school population and render an urban-type of school service, and those which are distinctly rural in population and type of school service. For the purpose of distinguishing between those districts which offer school services of a type usually found in cities, or are rapidly providing such services, and those whose organization and problems are of a rural type, it has been found that a division of elementary districts may be made between those located east of the ridge of the Santa Morena Mountains, or the bayshore; and those located west, or on the coastside of the mountains.

There are sixteen elementary districts which are wholly or for the main part within the eastern, or bayshore group. These districts embrace all of the incorporated cities of the county and such rapidly growing urban communities as Millbrae, Belmont, Ravenswood, Los Lomas and Greensburg (Woodside). The nineteen elementary districts grouped on the western, or coastside, of the mountains differ from the eastern group in services rendered and population served and are rural in type, with the exception of the Halfmoon Bay District.

Hereafter in this report, the elementary school districts will be discussed as to the "bayshore" or "coastside" group in which they are located—the only division which can logically be made in San Mateo County on the basis of type of service rendered and the complexity of fiscal problems.

The distinction is not made to contrast the two parts of the county, but is a purely arbitrary one adopted for the purposes of this report, in order to draw definite conclusions based on the difference in the problems of administration the school districts face.

The foregoing table shows the division of elementary school districts into the sixteen eastern (bayshore) and the nineteen western (coastside) districts, and the relative size and types of service rendered.

Comparative Types of Service:

The foregoing table shows that the eastern (bayshore) elementary districts range in size from a district with eight buildings and 44 classrooms to a district with one building and two classrooms, and that in the western (coastside) group, only one district has two buildings, only four have from two to five classrooms, and 15 have only one building and one classroom.

All elementary school grades are taught in all district schools, except in the South San Francisco and Redwood City districts. South San Francisco has a junior high school system, whereby all seventh and eighth grade pupils attend the district high school in which teachers instruct by subjects instead of by classes. In 1926-27 there were 46 pupils in A. D. A. in the junior high grades, for whose maintenance the elementary district appropriated \$7000 to the high school district. The Redwood City district has an intermediate school, in which all seventh- and eighth-grade pupils of the district are taught by subjects, similar to the high school type of instruction.

Ninety-four per cent of the elementary average daily attendance is concentrated in the sixteen bayshore districts; the nineteen coastside districts have only six per cent.

The teaching staffs vary in practically the same degree as the classrooms. The seven district superintendents in the county are employed by districts in the eastern group and all of the districts with kindergarten classes are in the same group.

The average number of pupils per teacher is uniformly higher in the districts of the eastern group and more nearly approach the theoretical state standard of 35 pupils per teacher. The Halfmoon Bay district is the only district in the western group which approaches this standard. South San Francisco is the only district which materially exceeds this standard.

In at least seven districts (all in the eastern group) there are sufficient teachers so that each may not have to teach more than one elementary school grade, including the kindergarten. In all of the eastern (bayshore) districts, no teacher necessarily must teach all elementary grades. Of the western (coastside) group, only four districts have more than one teacher and only Halfmoon Bay, with five teachers, can to some extent provide specialized grade teaching.

Comparative School Building Values:

Almost 96 per cent of the value of all elementary school property is concentrated in the bayshore group. This ratio of property value not only indicates that the bayshore districts have the larger buildings, but only a cursory investigation shows that they have the more modern buildings, constructed during recent years to meet the rapid increase in school population, and that they have a large amount of extra equipment with which to

in a coordinated school district organization, regardless of municipal or district boundaries.

Revenues and Tax Rates:

The chief sources of revenue of elementary school districts are from state subventions and the general county school tax, apportioned according to state law on the basis of "average daily attendance." If such revenues are not sufficient to finance the needs of the district, district taxes can be levied for maintenance, building and kindergarten purposes, and further taxes may be levied on approval by the voters at special district elections. Other revenues are derived from sales of district school bonds, requiring prior approval of the voters, and from miscellaneous sources. Districts having outstanding bonded indebtedness must levy taxes for interest and redemption of such obligations.

All elementary district taxes are levied on the county's assessed valuation of the property of the school district. The following table shows the 1926-27 tax levies for all school purposes and assessed valuations of taxable property by elementary school districts.

[illegible]

\$43,441,245

A summary of the number of bayshore and coastside districts which levied the various classes of tax levies is as follows:

Tax for	Bayshore	Coastside
Maintenance	16	9
Special maintenance (election).....	1	—
Building	10	1
Special building (election).....	4	—
Kindergarten	9	—
Bond payments	14	3

The general use of elementary school district taxes among eastern districts to provide revenues

for school purposes is probably due to the fact that these districts find State and county apportionments for schools insufficient to meet requirements, while western districts, with smaller schools and more limited service, are able to operate without special taxation measures.

The following table shows all 1926-27 revenues received by elementary school districts from State and county apportionments, district taxes and miscellaneous sources, including the sale of school property.

Table No. 8—Elementary School District Revenues, 1926-27

	Apportionments		District Taxes				Miscellaneous Revenues	Totals
	State	County	Maintenance*	Building*	Kindergarten	Debt		
Eastern (Bayshore) Group								
San Mateo	\$38,567	\$ 41,772	\$ 18,647	\$ 9,324	\$ 9,324	\$ 23,360	\$ 6,608	\$147,602
Burlingame	32,441	35,137	15,511	210	5,237	33,129	7,978	129,643
Jefferson	32,441	35,137	8,503	4,106	4,106	5,946		90,239
Redwood City.....	32,430	35,124	15,848	7,739	6,302	18,863	28,596	144,902
So. San Francisco..	23,761	25,747	8,729	14,736	4,368	8,925	403	86,669
San Bruno.....	11,374	12,316	4,181	2,090	2,090	7,197	1,858	41,106
Menlo Park.....	6,171	6,628	23,613				161	36,573
Ravenswood	5,298	5,743	2,854	1,402		4,804		20,101
Millbrae	4,402	4,770	9,592	3,405	1,495	8,761	106	32,531
Hillsborough	3,438	3,715	16,395	4,319	2,730	5,183	1,573	37,353
Visitacion	2,559	2,763	1,648	824		3,299		11,093
Los Lomitas.....	2,666	2,892	2,826	1,399		1,138		10,921
San Carlos.....	2,531	2,729	2,185	1,178		1,247		9,870
Belmont	1,747	1,892	2,471			1,357		7,467
Greensburg	1,447	1,892	1,845	799		474		6,457
Portola	1,607	1,722	1,859					5,188
Group Totals	\$202,880	\$219,979	\$136,707	\$51,531	\$35,652	\$123,683	\$47,283	\$817,715
Western (Coastside) Group								
Halfmoon Bay	\$ 4,396	4,763	1,839					10,998
Pescadero	2,570	2,776	5					5,351
Montara	1,680	1,810	1,736			3,073	32	8,331
Purisima	1,618	1,735	1,018	217				4,583
Miramar	834	898	193			523		2,448
Bell	829	891					11	1,731
Higgins	823	885						1,708
San Pedro	818	878	23			440		2,159
Seaside	818	878	491					2,187
Tunis	784	837	307				2	1,930
Pigeon Point.....	767	817	639					2,223
Pilarcitos	739	783						1,522
Pomponio	784	837	108				10	1,739
La Honda	722	762						1,484
Rockaway	750	796						1,546
Wurr	745	789						1,534
Alpine	734	776	3					1,513
San Gregorio.....	745	789						1,534
Sunnyside	745	789						1,534
Group Totals	\$ 21,901	\$ 23,489	\$ 6,362	\$ 217		\$ 4,036	\$ 55	\$ 56,060
Totals—All Dist'cts..	\$224,781	\$243,468	\$143,069	\$51,748	\$35,652	\$127,719	\$47,338	\$873,775

*Includes Special Taxes approved by elections.

A summary of the revenues by elementary district groups is as follows:

Source of Revenue	Elementary School Districts	
	Bayshore	Coastside
State Apportionment	\$202,880	\$21,901
County Apportionment	219,979	23,489
Maintenance Taxes	136,707	6,362
Building Taxes	51,531	217
Kindergarten Taxes	35,652	.....
Bond Payment Taxes	123,683	4,036
Miscellaneous Revenues	47,283	55
Total, Elementary Sch. Dist. Rev.....	\$817,715	\$56,060

In addition to the district building tax for capital improvements, three districts sold bonds during 1926-27 for new school construction as follows:

Burlingame	\$90,000
Redwood City	85,000
Hillsborough	40,000
Total	\$215,000

Elementary School Costs:

The following table shows elementary school district expenditures for 1926-27:

Table No. 9—Elementary School District Expenditures, 1926-27

Eastern (Bayshore) Group	Operative		Total	Capital Outlays	Total Costs	Costs per Pupil A.D.A.	
	Teaching	Maintenance				Teaching	Operative
San Mateo.....	\$ 86,759	\$ 43,067	\$129,826	\$ 10,006	\$ 139,832	\$ 56.98	\$ 85.02
Burlingame.....	67,640	51,565	119,205	75,720	194,925	45.91	84.66
Jefferson.....	68,505	21,313	89,818	4,578	94,396	51.44	68.46
Redwood City.....	64,052	37,539	101,591	67,317	168,908	49.61	78.69
South San Francisco.....	43,277	20,855	64,132	52,945	117,077	43.19	64.00
San Bruno.....	23,206	17,638	40,844	29,382	70,226	51.11	90.00
Menlo Park.....	12,285	2,831	15,116	20,518	35,634	50.98	62.72
Ravenswood.....	9,816	8,411	18,227	503	18,730	43.05	80.00
Millbrae.....	10,090	14,223	24,313	4,257	28,570	51.22	123.42
Hillsborough.....	15,580	12,422	28,002	31,890	59,892	108.24	194.45
Visitacion.....	4,790	4,625	9,415	688	10,103	49.37	97.06
Los Lomitas.....	7,317	3,233	10,550	1,117	11,667	79.55	114.67
San Carlos.....	5,545	3,386	8,931	474	9,405	60.93	98.14
Belmont.....	3,640	3,701	7,341	285	7,626	47.27	95.34
Greensburg.....	3,695	1,593	5,288	493	5,781	62.62	89.62
Portola.....	2,915	835	3,750	260	4,010	71.09	91.71
Group Totals.....	\$429,112	\$247,237	\$676,349	\$300,433	\$ 976,782	\$ 52.00	\$ 81.90
Western (Coastside) Group							
Halfmoon Bay.....	\$ 8,220	\$ 2,173	\$ 10,393	\$ 685	\$ 11,078	\$ 51.05	\$ 64.55
Pescadero.....	4,465	1,036	5,501	8	5,509	65.36	80.89
Montara.....	3,650	4,423	8,073	19	8,092	71.56	91.46
Purisima.....	2,520	694	3,214	1,481	4,695	78.75	100.44
Miramar.....	1,440	925	2,365	12	2,377	60.00	98.54
Bell.....	1,440	262	1,702		1,702	72.00	85.05
Higgins.....	1,300	246	1,546		1,546	65.00	77.30
San Pedro.....	1,320	796	2,116		2,116	65.00	105.80
Seaside.....	1,400	811	2,211	402	2,613	73.68	116.38
Tunis.....	1,320	234	1,554	287	1,841	73.33	86.33
Pigeon Point.....	1,400	522	1,922		1,922	87.50	120.15
Pilarcitos.....	1,206	308	1,514	31	1,545	80.40	100.86
Pomponio.....	1,200	284	1,484	10	1,494	109.09	137.54
La Honda.....	1,229	301	1,530	165	1,695	122.90	153.04
Rockaway.....	1,332	377	1,709	222	1,931	148.00	189.81
Wurr.....	1,320	296	1,616	46	1,662	188.56	230.86
Alpine.....	1,300	321	1,621	215	1,836	216.66	270.23
San Gregorio.....	1,300	280	1,580		1,580	216.66	263.25
Sunnyside.....	1,200	257	1,457	8	1,465	1,200.00	1,457.00
Group Totals.....	\$ 38,562	\$ 14,546	\$ 53,108	\$ 3,591	\$ 56,699	\$ 75.00	\$103.32
Total—All Districts.....	\$467,674	\$261,783	\$729,457	\$304,024	\$1,033,481	\$ 53.20	\$ 83.16

A summary of elementary school districts costs for teachers' salaries and maintenance (including bonded debt payments), by eastern and western groups, is as follows:

	Elementary School Districts		
	Bayshore	Coastside	Total
Teachers' Salaries	\$429,112	\$38,562	\$467,674
Maintenance	247,237	14,546	261,783
Total	\$676,349	\$53,108	\$729,457
Per cent	93%	7%	100%

The figures show that operative costs closely parallel average daily attendance in percentages between the eastern (bayshore) and western (coastside) districts. The bayshore group has 93 per cent of the operative expenditures and 94 per cent of the average daily attendance.

Operative costs per pupil in average daily attendance for all elementary districts were \$83.16 in 1926-27. The cost per pupil for the bayshore group

was \$81.90 and for the coastside group, \$103.32. The greater cost per pupil in the coastside group is due principally to the fact that full-time teachers must be employed to teach a lesser number of pupils; this is reflected in the costs as shown by the difference in teaching costs per pupil as follows: Bayshore Group, \$52.00; Coastside Group, \$75.00; average for all districts, \$53.20.

The table of costs indicates that the costs of additional school facilities and maintenance of adequate modern buildings, as borne by the majority of districts in the eastern (bayshore) group, do not increase per pupil cost, as do teaching costs in the more sparsely settled western districts which provide a more limited school service.

The Hillsborough district has the highest per pupil teaching and operative costs among the bayshore district, due to the individual type of instruction provided in the district. Its teaching costs are higher than four other districts having a larger average daily attendance. The Hillsborough district has an assessed valuation exceeded by only two other districts, which have practically ten times as large average daily attendance. Because of the high per capita assessed valuation of the district, a policy has been established of expending larger sums per pupil for instruction than in any other district.

Bus Transit to Central Schools:

A method of increasing educational opportunities and lowering educational costs for pupils in sparsely settled districts, which is being rapidly developed throughout California and other states, is the use of motor busses to convey pupils to a centrally located school.

San Mateo County elementary schools transported 415 pupils by this method in 1926-27. The greatest distance traveled by any pupil was $4\frac{3}{4}$ miles and the average was $3\frac{1}{2}$ miles. Three busses owned by the Redwood City school district carried 360 pupils, and busses on contract by the Belmont, Millbrae and Pigeon Point districts carried 55. The total cost of transportation, not including cost of busses, was \$2338. The cost was less than the annual cost of employing two teachers, yet if separate school facilities had been provided for the 415 pupils, a minimum of 12 teachers would have had to be employed, based on the state standard of 35 pupils per teacher, at a probable cost of \$18,000,

and each teacher would probably have to teach several grades.

A comprehensive survey of school operations would probably reveal the possibility of a more extensive use of bus transportation in the county for the elimination of many of the one-teacher, ungraded schools and thereby provide pupils with graded school facilities and promote economy in costs. Such improvements would require coordinated action among school districts, which may be difficult if not impossible to obtain under the present independent school district organization.

School Building Programs:

With thirty-five separate elementary school districts in San Mateo County, ranging from one to forty-four classrooms per district, a uniform county-wide building policy and program is obviously impossible. No county-wide board is authorized or provided; such a centralized control is required to formulate a general building policy. The approval of plans by the county superintendent of schools is purely formal. As a result, each district has its own building program and policy of financing.

New elementary school construction is financed by special taxes and bond issues; in a few instances revenues from the sale of property have been used. An elementary school building tax of not more than 15 cents may be levied annually and may be increased by vote of the people. The state limits the bonded debt of elementary school districts to 5 per cent of the assessed valuation of the district.

The 1926-27 elementary district building programs made available for the 1927-28 school year an additional ten classrooms in the Burlingame district, five classrooms in the San Mateo district, two rooms in the Menlo Park district, and a new school at Redwood City which replaces an obsolete structure and adds 10 classrooms. South San Francisco, San Bruno and Hillsborough completed building units which were made available during 1926-27.

Future Elementary District Needs:

For the purpose of considering the immediate future building needs and programs of the elementary districts, the following table has been compiled to show the average daily attendance of districts for 1925-26 and 1926-27, the increase or decrease, the classrooms available in 1926-27 and the number of pupils in average daily attendance per classroom:

Table No. 10—Elementary Average Daily Attendance, in Relation to Classrooms

	Average Daily Attendance			Classrooms	Pupils in
	1925-26	1926-27	Increase	1926-27	A.D.A. per Classroom
Eastern (Bayshore) Group—					
San Mateo.....	1,468	1,527	59	44†	35
Burlingame.....	1,255	1,408	153	43†	33
Jefferson.....	1,254	1,312	58	38†	34
Redwood City.....	1,206	1,291	85	39†	33
South San Francisco.....	919	956	83	30	32
San Bruno.....	429	454	25	20	23
Menlo Park.....	218	241	23	9	27
Ravenswood.....	196	228	32	6†	38
Millbrae.....	178	197	19	7	28
Hillsborough.....	127	144	17	9	16
Visitation.....	82	97	15	4	24
Los Lomitas.....	101	92	9*	5	18
San Carlos.....	77	91	14	3	30
Belmont.....	62	77	15	2	39
Greensburg.....	62	59	3*	2	29
Portola.....	37	41	4	2	20
Totals.....	7,671	8,215	590	263	31
Western (Coastside) Group—					
Halfmoon Bay.....	160	161	1	5	32
Pescadero.....	84	68	16*	3	23
Montara.....	50	51	1	3	17
Purisima.....	39	32	7*	2	16
Miramar.....	24	24	—	1	24
Bell.....	23	20	3*	1	20
Higgins.....	22	20	2*	1	20
San Pedro.....	21	20	1*	1	20
Seaside.....	21	19	2*	1	19
Tunis.....	15	18	3	1	18
Pigeon Point.....	12	16	4	1	16
Pilarcitos.....	7	15	8	1	15
Pomponio.....	15	11	4*	1	11
La Honda.....	4	10	6	1	10
Rockaway.....	9	9	—	1	9
Wurr.....	8	7	1*	1	7
Alpine.....	6	6	—	1	6
San Gregorio.....	8	6	2*	1	6
Sunnyside.....	8	1	7*	1	1
Totals.....	536	514	22*	28	18
Totals—All Districts.....	8,207	8,729	568	291	30

*Decrease.

†Additional classrooms provided as of January 1, 1928—San Mateo, 5; Burlingame, 2; Jefferson, 2; Redwood City, 10; Ravenswood, 2.

The A. D. A. for the South San Francisco District is for grades 1 to 6 only.

The table shows that in ten western (coastside) districts there were losses in average daily attendance during 1926-27, and that gains made by nine districts were only nominal. The western districts, as now existing, have no apparent additional classroom needs. No replacements of present buildings have been planned for 1927-28. In the eastern (bayshore) group, 14 districts show increases in average daily attendance and two districts show losses.

Plans for Expansion:

The Ravenswood and Belmont district classrooms showed a slight excess of A. D. A. during

the last school year, on the basis for the standard of 35 A. D. A. per classroom. Since July 1, 1927, the Ravenswood district has voted a bond issue of \$20,000 to add two rooms to the present building. The Belmont district levied a special building tax of 33 cents, which should produce about \$3200 for additional classroom construction.

Districts in which the pupils in average daily attendance per classroom approach the standard of 35 per room include San Mateo, Burlingame, Jefferson, Redwood City, South San Francisco, and San Carlos, the first four of which since have provided for additional classrooms.

The San Mateo elementary district has adopted

a policy of levying special building taxes annually to finance expansion of classroom facilities. For 1927-28, special building taxes totaling 72 cents were levied, which should produce about \$50,000 for classroom construction. A recent report on school facilities of the district, as the result of a survey by experts of the State Board of Education and Stanford University, indicates that new buildings will be needed shortly to accommodate the San Mateo Park, Baywood and Homestead sections. As special taxes will not be sufficient for purchase of necessary sites and constructing new buildings, it is believed that a bond issue will be proposed.

Classroom facilities provided for by the Burlingame elementary district during 1926-27 from the proceeds of a \$75,000 bond issue are expected to accommodate the district needs for the 1927-28 school year. The district plans to build a new school in the Burlingame Hills section, but definite plans and method of financing have not been adopted. School attendance has been increasing from 15 to 18 per cent annually.

The Jefferson elementary district has added two classrooms to its building facilities since July, 1927, from the proceeds of special taxes. On account of steady increases in enrollment, additional classroom facilities are being planned to be financed by a probable bond issue.

The addition of ten classrooms in the Redwood City elementary district for use during the 1927-28 school year has provided facilities to take care of the rapid growth in attendance which is taking place. These facilities were financed by the sale of abandoned school property, the proceeds of bond issue and special taxes. A new building program for the next school year is contemplated.

The recently-completed building program of the South San Francisco elementary district has provided seven classrooms in addition to present needs. At the present rate of increase of about 100 new pupils each year, it is expected that no additional facilities will be needed for three years. The elementary schools of the district accommodate only the first to sixth grades. Classrooms for the seventh and eighth grades are provided for by the South San Francisco High School District.

The San Carlos elementary district is considering the purchase of a site for a new school building, but has no immediate building program.

The only other school district with a definite building program for 1927-28 is the Millbrae district, which levied a special building tax of 38 cents, which should produce about \$7200 for new construction.

Since the opening of the 1927 school year, enrollment in the Visitacion elementary district has increased to 127, which taxes the capacity of the district's four-room building. Because of the limited assessed valuation of the district, and an insufficient leeway in the district bonded debt capacity (less than \$3000), the district is facing a serious building financing problem. In addition, about \$7000 for street improvements will be assessed against the district in 1928.

Bonded Debt:

Fourteen of the sixteen bayshore districts and three coastside districts have issued bonds for school improvements and must levy taxes annually to meet interest and redemption payments. The bonded debt status of those districts is shown in Table No. 11, page 55.

Interest on school bond issues is almost uniformly 5 per cent. A few have been issued for $5\frac{1}{2}$ and 6 per cent and one San Mateo District issue is for $4\frac{1}{2}$ per cent.

The per cent of bonded debt to the assessed valuation of property for 1927-28 shows that only three elementary districts are close to the 5 per cent debt limit fixed by state law. In most districts there is sufficient bonded debt leeway for issuance of bonds to finance necessary new construction if special tax revenues are not adequate. The \$20,000 bond issue voted by the Ravenswood district since July 1, 1927, increases the bonded debt of the district to 4.75 per cent of the assessed valuation.

Bond issues for new school construction are a necessity in many districts because assessed valuations do not provide sufficient revenue from taxes for classroom expansion on a pay-as-you-go basis. Districts compelled to issue bonds must meet the added cost of interest and, in many cases where assessed valuations are low, at high rates.

Table No. 11—Elementary School Districts—Bonded Debt Status

	1926-27 Payments			Outstanding July 1, 1927	Assessed Valuation 1927-28	% of Debt to Assessed Valuation
	Redemption	Interest	Total			
Eastern (Bayshore) Group—						
San Mateo.....	\$13,000	\$10,360	\$ 23,360	\$ 162,000	\$ 6,903,035	2.5
Burlingame.....	19,000	10,335	29,335	230,000	5,404,545	4.3
Jefferson.....	3,000	3,875	6,875	75,000	2,517,885	2.98
Redwood City.....	7,000	9,770	16,770	236,000	5,860,475	4.03
South San Francisco.....	4,000	6,050	10,050	112,000	3,082,205	3.6
San Bruno.....	6,000	2,975	8,975	53,000	1,400,305	3.78
Ravenswood.....	3,000	1,842	4,842	32,000	1,093,200	2.9
Millbrae.....	5,000	3,705	8,705	65,000	1,943,370	3.34
Hillsborough.....	3,500	1,662	5,162	71,000	5,757,800	1.23
Visitacion.....	2,000	1,350	3,350	25,000	559,420	4.5
Los Lomitas.....	1,000	475	1,475	9,000	982,905	.92
San Carlos.....	1,000	375	1,375	7,000	360,885	1.8
Belmont.....	1,000	450	1,450	8,000	984,865	.81
Greensburg.....		90	90	1,600	728,125	.22
Totals—Eastern Group.....	\$68,500	\$53,314	\$121,814	\$1,086,600	\$37,579,020	
Western (Coastside) Group—						
Montara.....	3,000	690	3,690	9,000	488,260	1.84
Miramar.....	500	55	555	500	248,230	.2
San Pedro.....	350	96	446	1,750	360,885	.48
Totals—Western Group.....	\$ 3,850	\$ 841	\$ 4,691	\$ 11,250	\$ 1,097,375	
Totals—All Districts.....	\$72,350	\$54,155	\$126,505	\$1,097,850	\$38,676,395	

San Mateo County High School Districts

There are six high school districts in the county, dividing the thirty-five elementary school districts into six groups, the high school district boundaries being co-terminus with boundaries of a group of elementary districts in all cases. (See map, page 56.) Five of these are union high school districts, embracing more than one elementary school district, and the sixth includes only the South San Francisco elementary school district.

Four high school districts include the sixteen elementary school districts in the eastern (bayshore) group, and, in addition, two of the western (coastside) elementary districts. Two high school districts include seventeen of the coastside elementary school districts.

The following table shows general factors common to all high school districts:

Table No. 12—High School Facilities and Attendance

High School District	High School Location	Elem. School Districts Included	Value of High School Property	High School Class-rooms	Average Daily Attendance	No. of Teachers	Pupils per Teacher
Eastern (Bayshore) Group—							
San Mateo.....	{ San Mateo Burlingame	4	\$ 900,000	67	1,380	80	17
Sequoia.....		9	666,400	33	601	37	16
Jefferson.....	Daly City	4	352,535	17	220	16	14
So. San Francisco.....	So. San Francisco	1	177,500	25	172*	14	12
Totals.....		18	\$2,096,435	142	2,373	147	16
Western (Coastside) Group—							
Halfmoon Bay.....	Halfmoon Bay	8	\$ 39,845	10	75	7	11
Pescadero.....	Pescadero	9	40,100	6	37	3	12
Totals.....		17	\$ 79,945	16	112	10	11
Totals—All Districts.....		35	\$2,176,380	158	2,485	157	16

*Includes 46 Junior High pupils in average daily attendance.

Comparative High School Data:

Again, as in the case of the elementary school districts, the high school districts in the eastern (bayshore) group have the preponderance of

pupils, teachers and corporate assets. Percentages of these factors are as follows:

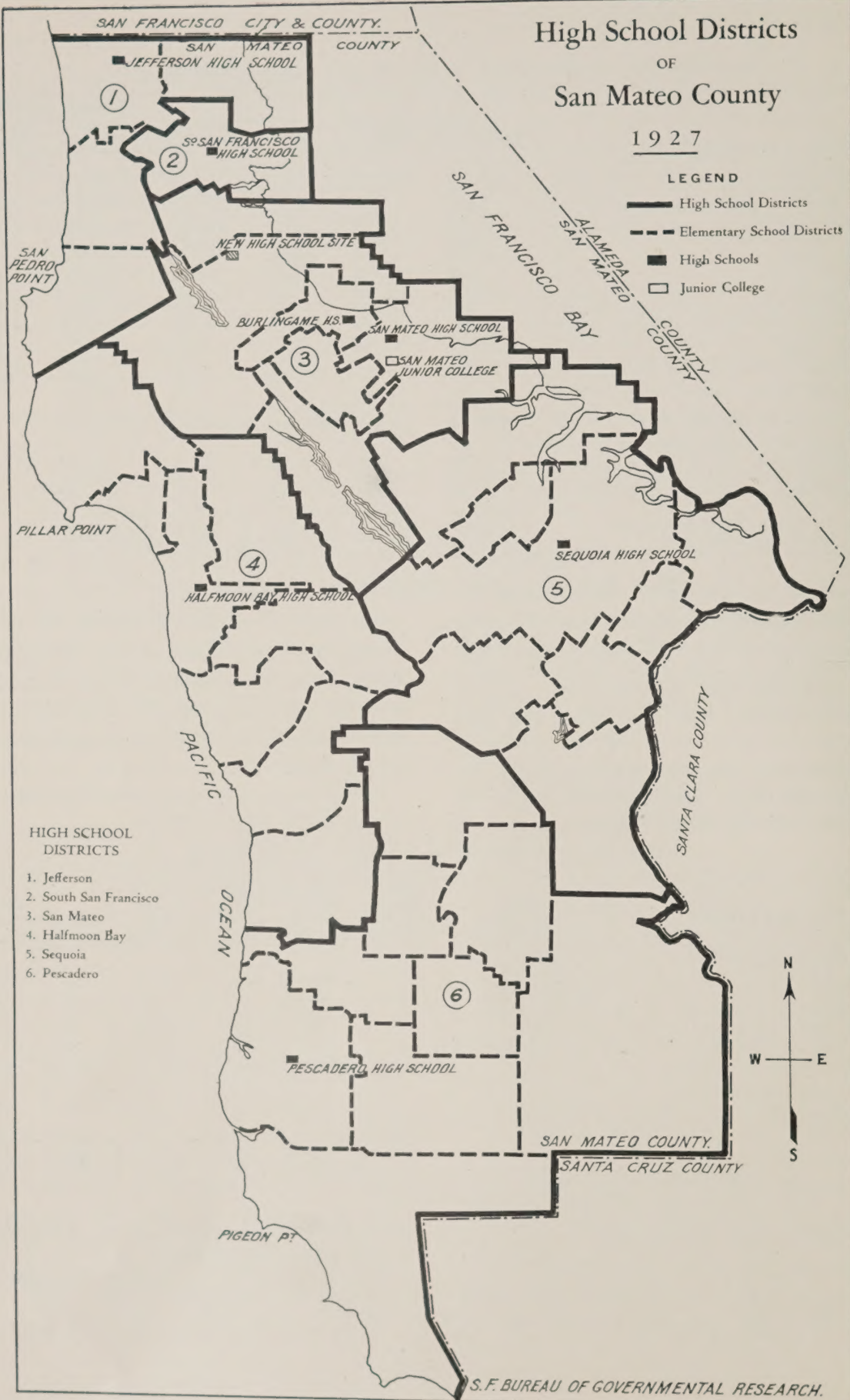
	Bayshore	Coastside
Average Daily Attendance..	93%	7%
Teachers	94	6
Corporate Assets.....	96	4

High School Districts OF San Mateo County

1927

LEGEND

- High School Districts
- - - Elementary School Districts
- High Schools
- Junior College



While the bayshore group has the bulk of high school population, the average number of pupils per teacher is only slightly higher than in the coast-side districts.

In addition to the usual classroom facilities, the bayshore district high schools are equipped with athletic fields, gymnasias, shops and laboratories to a greater extent than the coastside high schools and offer a type of high school service which compares favorably with high schools of the largest cities.

South San Francisco maintains a junior high school conducted by the senior high school organization and with senior high school facilities. Seventh and eighth-grade pupils of the elementary district attend the high school and receive instruction by the high school teachers. The elementary district appropriated \$7000 to the high school district for maintenance cost of 46 pupils in average daily attendance during 1926-27. The cost and facilities of this type of service, not rendered by any other high school district in the county, are

included in all data relating to the South San Francisco High School District. The district data, therefore, is not strictly comparable with that of the other high school districts.

Revenues and Costs:

The high school districts derive revenues from state and county funds, apportioned according to state laws on a basis of average daily attendance. Taxes may be levied on the assessable property of the district for maintenance, and buildings. Taxes must be levied in sufficient amount to pay bonded debt obligations.

For 1927-28, all high school districts levied the maximum tax of 75 cents provided by law for maintenance. Three districts levied the maximum tax of 15 cents for buildings.

High school tax rates, as part of all tax rates levied for school purposes, are shown by elementary districts in Table No. 7, page 49. Revenues and costs of the high school districts for 1926-27 were:

Table No. 13—High School District Revenues, 1926-27

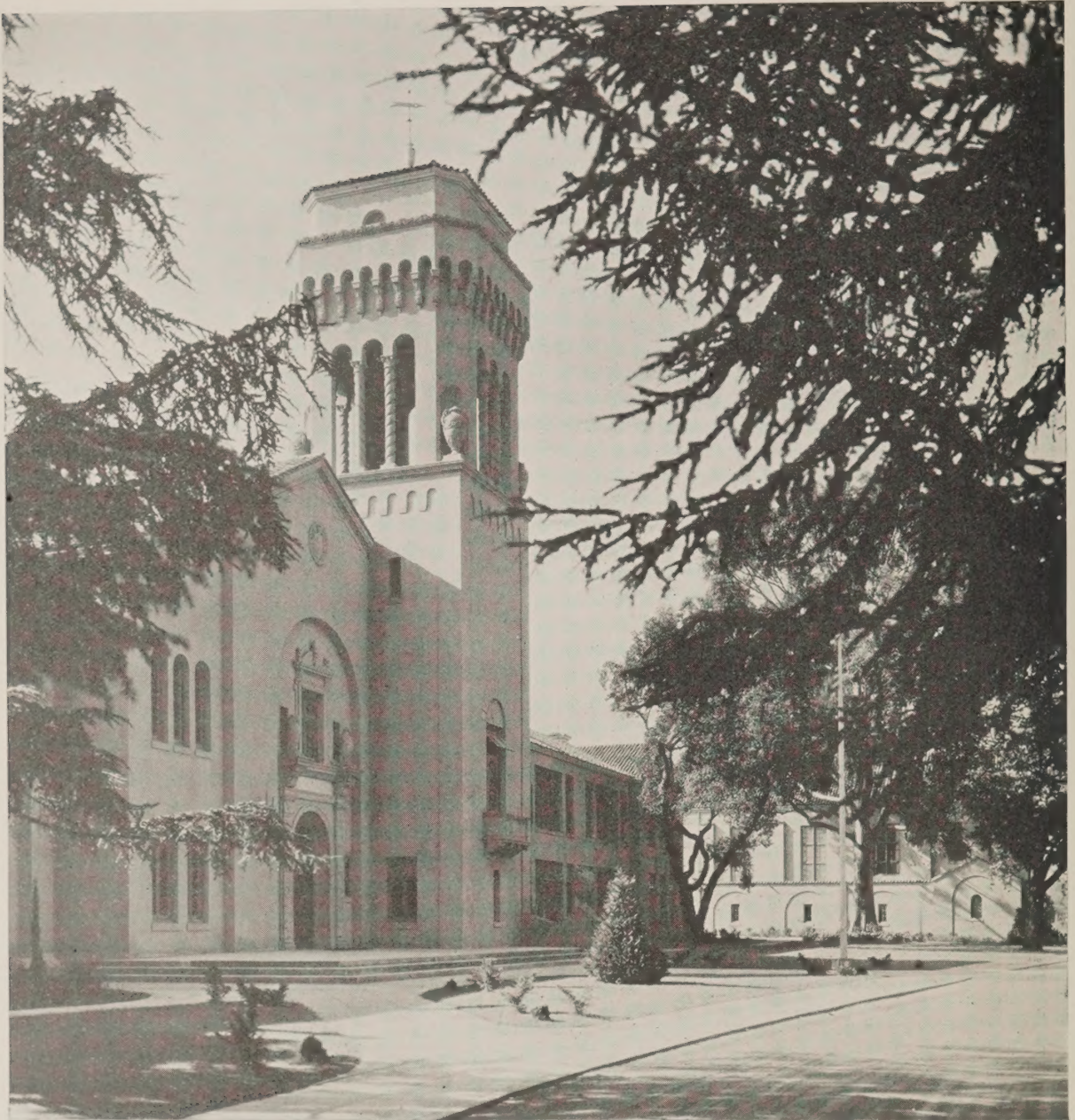
	Apportionments		District Taxes		Miscellaneous	
	State	County	Maintenance Building	Bonded Debt	Receipts	Total
Eastern (Bayshore) Group—						
San Mateo.....	\$35,505	\$ 81,289	\$154,129	\$ 59,473	\$315,290	\$ 645,686
Sequoia.....	15,846	34,719	117,641	29,168	3,231	200,605
Jefferson.....	8,513	14,667	63,368	17,760	812	105,120
South San Francisco.....	8,486	12,172	26,221	9,098	7,000	62,977
Totals—Eastern Group.....	\$68,350	\$142,847	\$361,359	\$115,499	\$326,333	\$1,014,388
Western (Coastside) Group—						
Halfmoon Bay.....	\$ 4,202	\$ 5,659	\$ 15,781	\$ 1,332	\$ 320	\$ 27,294
Pescadero.....	2,911	2,901	10,140	3,732	.....	19,684
Totals—Western Group.....	\$ 7,113	\$ 8,560	\$ 25,921	\$ 5,064	\$ 320	\$ 46,978
Totals—All Districts.....	\$75,463	\$151,407	\$387,280	\$120,563	\$326,653	\$1,061,366

Table No. 14—High School District Expenditures, 1926-27

	Operative			Capital	Total All Costs	Costs per Pupil in A.D.A.	
	Teaching	Maintenance	Total			Teaching	Operative
Eastern (Bayshore) Group							
San Mateo.....	\$186,834	\$134,773	\$321,607	\$371,347	\$ 692,954	\$135.37	\$233.05
Sequoia.....	93,460	88,272	181,732	21,286	203,018	155.51	302.38
Jefferson.....	34,333	34,865	69,198	11,517	80,715	156.06	314.54
South San Francisco.....	40,550	18,770	59,320	2,454	61,774	235.75	344.90
Totals—Eastern Group.....	\$355,177	\$276,680	\$631,857	\$406,604	\$1,038,461	\$149.69	\$266.29
Western (Coastside) Group							
Halfmoon Bay.....	\$ 14,601	\$ 8,231	\$ 22,832	\$ 2,532	\$ 25,364	\$194.70	\$304.43
Pescadero.....	6,600	10,301	16,901	1,573	18,474	178.40	456.78
Totals—Western Group.....	\$ 21,201	\$ 18,532	\$ 39,733	\$ 4,105	\$ 43,838	\$189.29	\$354.78
Totals—All Districts.....	\$376,378	\$295,212	\$671,590	\$410,709	\$1,082,299	\$151.45	\$270.25

Teaching costs per pupil, as averaged for all districts, are nearly three times the corresponding average for elementary school teaching (see table

No. 9, page 51), and total operative costs per pupil are more than three times the corresponding cost for elementary schools. As in the case of the



Courtesy of the San Mateo County Chamber of Commerce

SEQUOIA HIGH SCHOOL, REDWOOD CITY

elementary school districts, the larger high school districts have the smaller per pupil cost, but only the San Mateo district per pupil costs are lower than the average for all districts.

High School Outlays:

The largest item for capital outlays was an expenditure of bond moneys and receipts from sale of property for the construction of the new San Mateo High School which totalled \$371,347. The

estimated cost of the land and building, when completed, is \$400,000. The district voted a bond issue of \$300,000 in 1926 and sold school property for \$300,000 to the Junior College District to finance the new high school and \$100,000 of additions to the Burlingame High School. The two schools each have a capacity of 1,000 pupils and are now about 70 per cent occupied. In anticipation of future needs, the district has already pur-

chased additional land for a high school district on the Peninsula Highway at Capuchino, which is four miles from the Burlingame High School and three miles from the South San Francisco High School.

Capital outlays by other high school districts were for minor improvements and replacements, and do not represent expenditures for additional classrooms.

The Sequoia Union High School at Redwood City is designed to accommodate 800 pupils and now has 75 per cent of that number in average daily attendance. Because of the rapid growth of the section of the county contributory to the school, steps have already been undertaken to provide for classrooms and facilities to double the capacity within the near future. A \$250,000 bond issue was voted early in 1928 to provide a gymnasium, a machine shop, a domestic science laboratory, a music room, and classrooms.

The Pescadero High School District (Coastside) completed a high school plant in 1925 of six classrooms, which will probably provide sufficient facilities for several years to come.

The building occupied by the Halfmoon Bay

High School is the oldest high school building now in use in the county, having been constructed in 1910.

Transportation:

Because of the extended areas included in the high school districts, all districts provide bus transportation, or contract for transportation, for pupils living at remote distances. The cost of such transportation service for 1926-1927 was:

Halfmoon Bay District.....	\$ 1,420
Jefferson District.....	612
Pescadero District.....	2,470
Sequoia District.....	5,292
South San Francisco District....	454
Total.....	\$10,248

Expenditures for purchase of automobiles were \$1,457 by the Halfmoon Bay District and \$1,000 by the San Mateo District.

High School District Debt:

The 1926-27 bonded debt payments, the amount of bonds outstanding July 1, 1927, and the per cent of debt to the assessed valuation of property for 1927-28 for all high school districts, are as follows:

Table No. 15—High School District Bonded Debt Status

	1926-27 Debt Payments			Outstanding	District	% of Debt
	Redemption	Interest	Total	July 1, 1927	Assessed Valuation 1927-28	to Assessed Valuation
Eastern (Bayshore) Group—						
San Mateo.....	\$37,000	\$35,783	\$ 72,783	\$ 638,000	\$21,420,745	2.98
Sequoia.....	16,000	14,425	30,425	225,000	13,986,160	1.60
Jefferson.....	9,000	8,415	17,415	144,000	3,763,480	3.80
South San Francisco.....	4,000	4,950	8,950	96,000	3,082,205	3.10
Totals—Eastern Group.....	\$66,000	\$63,573	\$129,573	\$1,103,000	\$42,252,590	
Western (Coastside) Group—						
Halfmoon Bay.....	\$ 1,000	\$ 550	\$ 1,550	\$ 9,000	\$ 1,955,390	.46
Pescadero.....	2,000	1,900	3,900	36,000	1,417,585	2.5
Totals—Western Group.....	\$ 3,000	\$ 2,450	\$ 5,450	\$ 45,000	\$ 3,372,975	
Totals—All District.....	\$69,000	\$66,023	\$135,023	\$1,148,000	\$45,625,565	

As with elementary school districts, the bonded debt limit for high school district capital expenditures is fixed by state law at 5 per cent of assessed

valuation. All districts have ample leeway sufficient to provide for additional classroom construction if needed.

San Mateo Junior College District

The San Mateo Junior College District was organized in 1922. Its boundaries are the same as for the San Mateo Union High School District and the trustees of the high school district serve in a like capacity for the junior college district.

It offers the first two years of college training as prescribed by state law.

A junior college district may be formed in a high school district with more than 400 pupils in average daily attendance and having more than

\$10,000,000 of assessable property, or may be formed by a union of high school districts having a total of the minimum number of pupils and assessable property required.

The junior college occupied temporary quarters until 1926, when the district purchased the property of the San Mateo Union High School District in the heart of San Mateo consisting of three buildings and 30 classrooms for \$300,000. Equipment, valued at \$15,290, has been installed.

The junior college is administered by the superintendent of the San Mateo Union High School District with a dean immediately in charge. Twenty-three teachers are employed.

Average Daily Attendance:

The college is the only one of its kind in the San Francisco Bay region and draws its enrollment not only from the district but from other parts of San Mateo County and from San Francisco, Alameda and Santa Clara counties. Pupils from Solano and Contra Costa counties enrolled during 1925-26.

The average daily attendance for 1926-27 and the percentage by counties and the district is as follows:

	A. D. A	%
Junior College District.....	135	35
San Mateo County, outside.....	46	12
San Francisco	166	43
Santa Clara County.....	23	6
Alameda County	14	4
Totals.....	384	100

Almost as many pupils attended the junior college from San Francisco as from the junior college district and San Mateo County outside the district combined. The district itself has only slightly over one-third of the attendance. The three outside counties contribute more than one-half the pupils.

Junior College Revenues:

The district receives a state apportionment for maintenance, at the rate of \$2,000 per school and \$100 for each pupil in average daily attendance during the previous fiscal year. District taxes are levied for maintenance and capital outlays, and for meeting bonded debt obligations. San Mateo County outside of the junior college district and all other counties whose residents attend the college must levy a tax for cost of maintenance of pupils from their respective counties.

It is the duty of the district trustees to submit

a budget of estimated expenses annually to the county superintendent of schools who has the power to revise such estimate and submit the estimate as approved to the county board of supervisors, who fix the district taxes.

The assessed valuation of property of the district for 1927-28 is \$21,409,055, the same as for the San Mateo High School District.

For 1926-27, the revenues were:

State apportionment	\$31,400
District maintenance tax—.25.....	51,200
District bond payment tax—.07.....	29,850
County tax, outside district—.06.....	13,618
Tuition refunds:	
San Francisco County.....	15,930
Santa Clara County	7,512
Solano County	150
Contra Costa County	301
Alameda County	676
Miscellaneous	608
	<u>\$151,245</u>

The amount of tuition refunds paid by the counties and by San Mateo County outside of the district is determined by pro-rating the maintenance costs of the previous school year among the counties and the district according to attendance units, after first deducting state aid receipts and payments for bond interest and redemption and capital outlays.

Thus the district is taxed for its proportionate share of the net maintenance cost, plus the allotment for capital outlays, plus debt charges. In effect, with 35 per cent of the average daily attendance, the district pays 72 per cent of the cost; while San Francisco, with 43 per cent of the average daily attendance, pays less than 19 per cent of the cost.

Junior College Expenditures:

The expenditures of the junior college for 1926-27 were:

Operative:	
Teachers' salaries	\$76,980
Maintenance	50,808
	<u>\$127,788</u>
Capital outlays	307,202
Total.....	<u>\$434,990</u>

The district expended \$1,562 to provide students within the district with transportation.

The junior college district issued bonds in 1926 for \$300,000, with which it purchased the former San Mateo Union High School property in San Mateo from the district. The buildings have a capacity of about 800 students, or about double

the present enrollment. Capital outlays in the immediate future are expected to be for additional equipment only.

During 1926-27, the district paid off \$15,000 of

the principal of the \$300,000 bonded debt and will subsequently pay \$15,000 redemption annually, plus 5 per cent on the balance. The last maturity date is 1946. The debt outstanding July 1, 1927, was \$285,000.

Composite Statistics, All San Mateo School Districts

The following tables bring together for the forty-two elementary, high and junior college districts in the county, the figures of average daily attendance, number of teachers and classrooms, value of property, outstanding debt, revenues and

costs, for 1926-27.

The total expenditures of all school districts are almost as great as the combined expenditures of all other political units in San Mateo County for 1926-27.

Table No. 16—Composite General Data, All School Districts

Districts— No.	Kind	Average Daily Attendance	No. of Teachers	No. of Classrooms	Value of Property	Outstanding Bonded Debt
35	Elementary Schools	8,772	273	301	\$2,330,230	\$1,097,850
6	High Schools	2,485	157	158	2,176,380	1,148,000
1	Junior College	384	23	30	315,290	285,000
Totals.....		11,641	453	489	\$4,821,900	\$2,530,850

Table No. 17—Composite Revenues and Costs, All School Districts

Districts	Revenues			Total	Costs		
	State-County Apportionments	District Taxes	Misc. Revenues		Operative	Capital	Total
Elementary Schools	\$468,249	\$358,188	\$ 47,338*	\$ 873,775	\$ 729,457	\$ 304,024*	\$1,033,481
High Schools	226,870	507,843	319,653**	1,054,366	671,590	410,709*	1,082,299
Junior College	31,400	81,050	38,795	151,245	127,788	307,202*	434,990
Totals.....	\$726,519	\$947,081	\$405,786	\$2,079,386	\$1,528,835	\$1,021,935	\$2,550,770

*Includes expenditures of bond funds.

**\$7,000 appropriation from elementary school district deducted.

The San Mateo School Problem

No attempt was made to analyze the effectiveness of the public school system of the county. The foregoing report, however, indicates that certain needs exist which may be summarized as follows:

- (1) more efficient system of organization and management,
- (2) equalization of educational opportunities,
- (3) equalization of financial burden,
- (4) uniform accounting,
- (5) comprehensive building planning and financing, and
- (6) adjustment of Junior College District.

Decentralized Administration: The present district plan of organization is provided for by state laws for all California counties except San Francisco, and is favored locally because it makes possible local autonomy of school affairs, administration of schools by local officials conversant with local problems and individuality in type of service to suit local needs.

The plan fails, however, to provide uniform educational opportunities throughout the county, imposes unequal tax burdens on districts, and makes thorough-going supervision and planning practically impossible.

Administration is in the hands of one hundred thirty elective school trustees who have independent jurisdiction over forty-two school units.

Supervision of elementary school districts is divided between the rural supervisor appointed by the county superintendent of schools, with jurisdiction over twenty-eight districts, and the seven district superintendents, appointed by district boards of trustees, each of whom has supervision of a district. Each high school district has a superintendent. The junior college district is supervised by the superintendent of the San Mateo High School District. There is no joint supervision of elementary and high school districts.

The county superintendent has no administra-

tive control over districts, except when trustees fail to act. The County Board of Education is appointive and has no administrative powers.

Professional school authorities and experts in governmental administration are agreed that such divided and independent responsibility decreases efficiency and increases the opportunities for waste and extravagance. The State Superintendent of public instruction has publicly advocated the passage of legislation providing for fewer school districts. The California Taxpayers Association has recommended a county unit for schools outside of cities with their own boards of education. A county unit school organization for San Mateo County would make possible coordinated planning, administration and control of all schools, increased and more equalized educational opportunities and would reduce school costs. It could also provide for a single board of education, elective and operating through a superintendent of schools as an experienced administrator and executive.

Separate High School Administration: The administration of high school districts separately from the elementary districts (except in South San Francisco) multiplies the school administration problem in the county, creates additional taxing and debt incurring bodies and increases the number of officials which must be elected annually. Separate high school districts practically prevent modifications in the grouping of classes, such as the introduction of junior high schools—the six-three-three plan—as in San Francisco. It can be pointed out that in the South San Francisco district, where the elementary and high school districts are coterminous and are administered by the same board of trustees, the seventh and eighth grade classes are taught at the high school by high school instructors.

Unequal Educational Opportunities: The present division of districts creates an unequal division of educational opportunities. The bayshore districts, because of larger school populations and greater assessable wealth, provide types of school services comparable with large city schools, while on the coastside there are 15 districts with one-teacher ungraded schools which provide the minimum, rural-type of school services. There is a need of centralization which can equalize these educational services.

The Educational Commission of the California Taxpayers Association advocates that this be done by consolidation of schools and transportation of

pupils residing at distances from such schools. The report on "The Government of Kern County" by the California Taxpayers Association says:

It is now regarded as a right of every child in California that he have the same educational advantages whether he live in the country or in the city. It is financially impossible, imposing an unnecessary burden on the taxpayer, to attempt to take these advantages into scattered one-room rural schools. The children can be transported to the centralized school to the benefit of the children and the taxpayers, provided that the educational advantages offered in the centralized school outweigh the inconvenience imposed upon the children by the longer journey, and the economy of operation in the centralized school outweighs the cost of the transportation system."

Among the benefits credited to consolidated schools are graded classrooms, better equipped and better paid teachers, and increased facilities. The State Board of Education has recently completed a state-wide report on "one-teacher" schools which recommends their elimination wherever possible because of their expense and the poor grade of teaching they entail.

Maintenance costs per pupil in average daily attendance in elementary schools for 1926-27 ranged from \$62.72 in the Menlo Park district to \$1457.00 in the Sunnyside district. In high schools, maintenance costs per pupil varied from \$233.05 in the San Mateo district to \$456.78 in the Pescadero district. Tables on pages 51 and 57, show that districts with the largest school populations, and which also offer the greatest number of school services and have the greater amount of taxable wealth, proportionately have the lesser tax burden.

It should be possible to equalize tax burdens, through the same centralization that is necessary to equalize educational opportunities.

Inadequate Accounting: It is practically impossible to make a comparative analysis of the efficiency and economy of school district administration because of the lack of uniform accounting methods. State laws requiring annual school district reports do not specify a sufficiently rigid and uniform method of accounting necessary to make comparative data reliable. A revision of the system of school funds, better accounting procedure, and publication of school district financial reports are improvements being urged by the state superintendent of public instruction.

A budgetary control system of expenditures, such as will be required of all California counties in 1928, is needed by school districts, as well as uniform accounting methods, if the public is to have the facts with which to detect possible waste and extravagance in school administration.

Central purchasing of standard school supplies,

as will be required in 1928 of all elementary school districts, may reasonably be expected to be a step towards greater economy in school administration.

Buildings Not Properly Located: The need of a comprehensive building and planning program for elementary school districts may be illustrated by the map on page 46, which shows the location of all school buildings with circles of a half-mile radius (the average area which an elementary school should serve in built-up communities).

Sixteen schools on the bayshore side of the county are so located that part of the territory they should logically serve lies in another district. Three others are located less than one-half mile from the San Francisco County line. Among the extreme examples are the location of two Burlingame schools whose half-mile radii extend into Hillsborough district territory which is from one to two miles removed from the Hillsborough district school; and the location of a San Mateo district school on the boundaries of the Burlingame district, where a pupil who might live in Burlingame within a stone's throw of the San Mateo school must go one-half mile to attend a Burlingame school.

If schools have been properly located in a center of school population, the present district boundaries impair the usefulness of all schools located less than one-half mile from district borders.

No Organized Building Program: Not only do school district boundaries arbitrarily restrict the usefulness of present school buildings, but economical financing of new school construction and the adoption of a comprehensive building program to anticipate future needs is rendered impossible.

The problem of new school construction for elementary schools is confined to the bayshore districts, which had a growth of 590 pupils in average daily attendance for 1926-27. During the same fiscal year, the 16 bayshore school districts levied district taxes which produced \$51,531 for building construction and \$123,683 for bonded debt payments, or a total of \$175,214. New school construction during the year was financed by building taxes or by bond issues. Fourteen of the 16 bayshore districts have an outstanding bonded debt for school construction. It is the general policy of the districts to finance the construction of additional classroom units to present buildings from tax levies whenever possible. New buildings are usually financed by bond issues.

An example of inadequate new building financing is offered by the Visitacion School District. During 1927-28, it has had an increase in attendance which completely taxes the facilities of its four-room school building. The district assessed valuation is too small to be taxed for additional school room facilities within State tax limits. The bonded debt leeway is too limited to finance such improvements by voting of more bonds. A special assessment for street work in front of the school property will be made in 1928, which will add \$7000 to the district's obligations.

While it is sound practice to finance permanent improvements with bond funds, there is a growing demand for the financing of new school construction by the pay-as-you-go plan in communities where capital expenditures are a recurring necessity. No study has been made of the new school construction needs in San Mateo County, but on the basis of an increase of 590 pupils in average daily attendance in one year, approximately eighteen new classrooms would have to be provided. The present independent district organization forces the extensive use of bond issue financing. A balanced building program, which could be planned and administered only through a centralized school system, would promote the proper expansion of both elementary and high school district facilities in the most economical manner.

Junior College District Costs: The San Mateo Junior College, as the only school of its rank in the bay counties, draws a larger attendance from outside the district than within. More than 70 per cent of the costs, however, are borne by the district, as the state law requires outside political units to pay only proportional maintenance costs for pupils in attendance. The additional expense to the district, above the proportional maintenance cost, appears to be an expensive charge in return for the service rendered by the location of the college within the district.

The utility of the institution, as evidenced by the rapid growth in attendance since its founding in 1922, transcends the present district boundaries, and there is a necessity of increasing the size of the district to better comprehend the limits of the usefulness of the college and to more properly equalize the tax burden. The present State laws should also be amended to provide that other counties, whose residents attend the junior college, should pay their full proportionate share of costs.

Chapter V

Special Districts, San Mateo County

In the foregoing, those functions of San Mateo County government have been discussed which apply to the county as a whole, and to school and road district functions which are county-wide in application.

The special districts discussed herein are organized under state laws which provide for the amalgamation of areas to raise funds for construction or acquisition of certain public improvements and the operation of functions which are of a special benefit to such areas.

Types of Special Districts:

In San Mateo County there were on July 1st, 1927, five sanitary districts for the operation of sewer disposal systems, five fire districts to provide fire protection, twelve lighting districts for street and highway lighting service, two mosquito abatement districts and one public utility district for the operation of a water distributing system.

The sanitary, fire and lighting districts are organized to provide a city-type of governmental service for unincorporated areas, or areas combining unincorporated and incorporated territory. The mosquito abatement districts are co-operative organizations of several cities and adjacent unincorporated territory to carry on a function of government in which the area has a common interest. The public utility district is organized to provide a utility service on a self-sustaining basis.

Each district, except lighting districts, has a separate organization for carrying out the purpose for which it is organized. In certain sections of the county two or more of the different types of special districts comprise the same, or largely the same, territory, each with its own set of officers, own elections, and own tax rates.

Cooperation with County Agencies:

The special districts have a certain dependence on the county government. Lighting districts are, in effect, only segregated areas for the levying of special street-lighting taxes and are entirely controlled by the board of supervisors. The board of supervisors authorizes elections for the organization of other districts, in some cases fixes the tax rates, and sells all bonds authorized by the districts.

The county clerk certifies the list of registered voters for each district election. Some of the districts have independent assessment powers, but in most of the districts, the county assessor's valuation of the property of the area is the valuation upon which the tax rates of the district are based. Taxes are collected by the tax collector at the time of receiving other county taxes. District funds are audited and accounted for by the county auditor. The treasurer handles all district funds. Legal counsel is supplied by the district attorney and each district has the protection of the county peace officers and the courts.

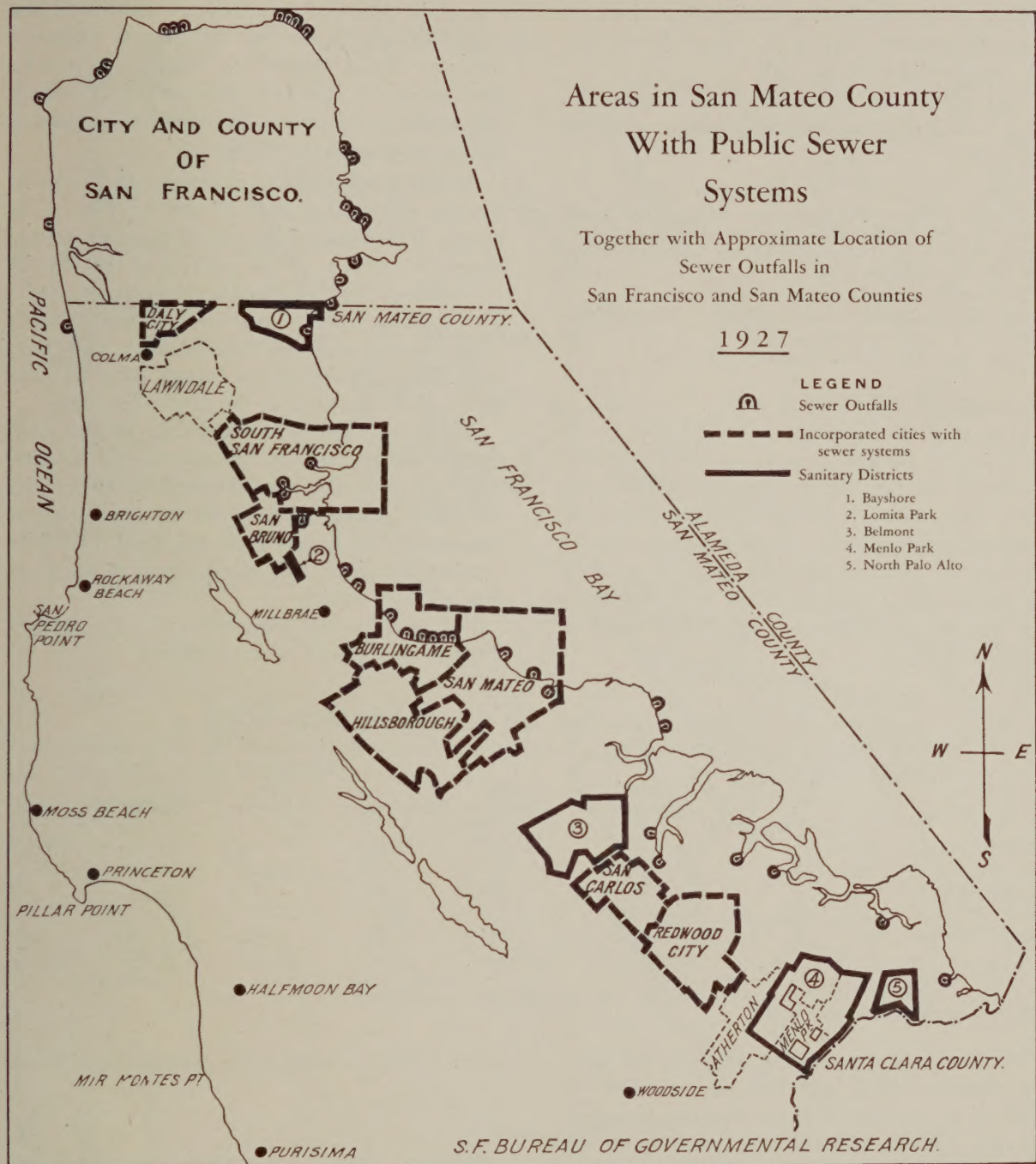
The fire and mosquito abatement districts must submit budget estimates of expenses to the board of supervisors each year as a basis for fixing of tax rates by the board. The budgets, however, are not based on supporting data of previous years' experiences, are not adopted at public hearings, and are not restrictive as to appropriations after the tax rates are fixed. Tax rates for lighting districts are fixed on the basis of contracts entered into between the board of supervisors, as trustees of each lighting district, and the private corporation which provides all lighting service.

The desirability of an effective budget and accounting control procedure, such as is now provided for counties, is equally applicable to districts.

Sanitary districts, which fix their own tax rates, are not required to make budget estimates and only such estimates are made by the sanitary district trustees as are necessary to fix the annual tax rates. The public utility district has no budget and no tax rate.

Sanitary Districts

There are five sanitary districts organized to construct and maintain sewers, to provide for drainage and sewage disposal and to maintain general sanitary conditions. They are the Bayshore, Belmont, Lomita Park, Menlo Park and North Palo Alto sanitary districts. All are organized to serve the unincorporated communities whose names they bear, except that the Menlo Park District includes about one-half of the incorporated area of Atherton, and all the recently incorporated city of Menlo Park.



Sanitary districts are formed upon petition to the board of supervisors of at least twenty-five residents of a proposed district, setting forth the name of the proposed district and the boundaries. The board of supervisors conducts a hearing, fixes the boundaries and calls for a special election, the order for which includes the names of five trustees

and a sanitary district assessor, who constitute the elective officers of the district.

Officers are elected for two-year terms. Trustees draw a salary of \$5 per meeting. The salary of the district assessor is fixed by the trustees. The trustees may appoint a manager or inspector for the district, who supervises operation and main-

tenance of the sewage disposal system. These are generally part-time employees. Day labor is usually employed for repair work.

The officers and employees of the sanitary districts, other than trustees, and salaries paid are as follows:

Bayshore District: Assessor, \$60 a year.

Belmont District: Assessor, none. Employee in county assessor's office receives \$75 a year for services to district. Clerk, \$360 a year. Inspector, \$360 a year, plus inspection fees up to \$25 a month.

Lomita Park District: Assessor, \$75 a year.

Menlo Park District: Assessor, none. (County valuations used.)

North Palo Alto District: Assessor, \$50 a year.

Assessments and Costs:

Sanitary districts are empowered by state law to fix their own assessed valuation of the property of the district for tax purposes and to levy their own taxes. The state law limits the tax which may be levied for maintenance and improvements to 15 cents on the district's assessed valuation, exclusive of the tax which must be levied to meet interest and redemption payments of any bonds issued by the district.

It is the practice of the sanitary districts in San Mateo County to increase the county assessor's valuation of the property of a district by a sufficient amount so that the maximum tax (15 cents) will produce enough revenue to meet the estimated annual expense of the district.

All districts levied the maximum tax for maintenance purposes in 1926-27 and 1927-28. The Menlo Park District determined that the county assessor's valuation of the property of that district was sufficient, and no separate valuation was made. The Belmont District uses the county assessor's valuations and multiplies these by three. The Bayshore District multiplies the county assessor's valuations of the property of the district five times.

Because of a ruling of the district attorney that sanitary district taxes are assessments and not general taxes and, therefore, exemptions allowed by law from general taxation are not applicable to assessments, the Lomita Park and North Palo Alto districts have fixed their valuations on all the property of their districts.

The revenues and expenditures of the sanitary districts for 1926-27 were as follows:

Table No. 18—1926-27 Revenues and Expenditures, Sanitary Districts

	Assessed Valuations	Tax Revenues	Expenditures for			Total
			Maintenance	Debt Payments	Outlays	
Bayshore	\$1,177,150	\$1,709	\$1,438	\$	\$	\$1,438
Belmont	2,776,575	4,071	1,762	.....	.....	1,762
Lomita Park	338,750	493	273	.....	.....	273
Menlo Park	2,591,095	5,535	4,937	2,405	.....	7,342
North Palo Alto	243,290	2,293**	621	1,460	5,724*	7,805
Totals.....	\$7,126,860	\$14,101	\$9,031	\$3,865	\$5,724	\$18,620

*Outlays for North Palo Alto District were for new construction from proceeds of a bond issue.

**\$1,964 received other than taxes.

In addition to the amounts shown in the table, the county received \$817 and expended \$885 of funds of the San Mateo Homestead and El Cerrito Sanitary Districts, which were absorbed by the city of San Mateo by annexation, and the San Carlos District, absorbed when the city of San Carlos incorporated.

Sanitary District Debt:

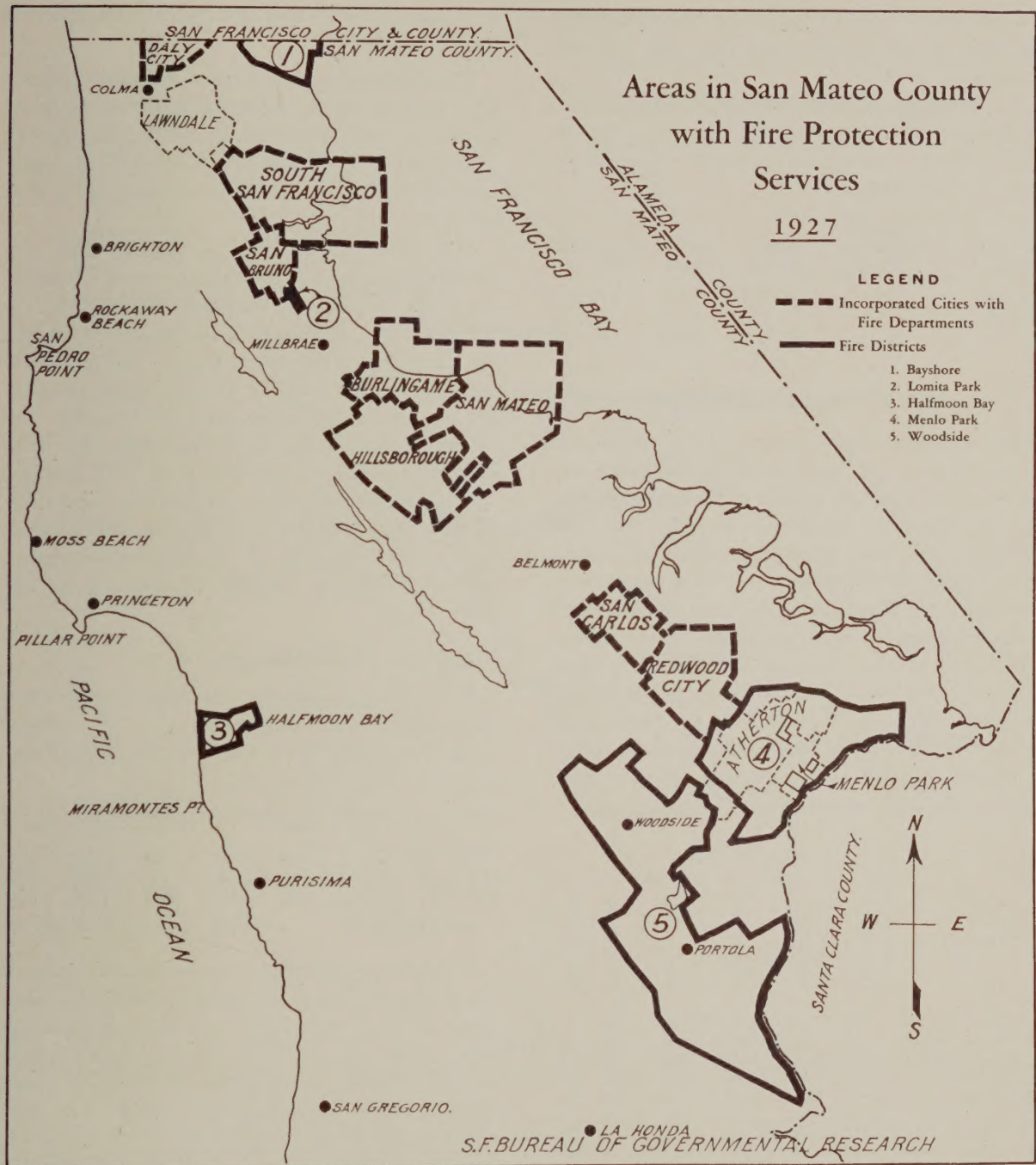
The Menlo Park and North Palo Alto districts have issued bonds for construction of sewage disposal systems within the districts and levy taxes annually to meet interest and redemption pay-

ments. The debt status of the districts is as follows:

District	Amount of Issue	Date of Issue Maturity		Interest Rate	Annual Redemption	Outstanding July 1, 1927
Menlo Park	\$15,000	1922	1930	4½	\$2,000	\$ 8,000
No. Palo Alto..	18,000	1926	1952	6	500	15,500

Since July 1, 1927, the Menlo Park District has issued \$40,000 additional bonds for extensions to its system.

The bonded debt limit, fixed by State law for sanitary districts, is 15 per cent of the assessable



property. The bonded debt of the Menlo Park District, including the \$40,000 issue, is 1.56 of the assessed valuation for 1927-28. The debt of the North Palo Alto District outstanding is 6.56 per cent.

"Special Assessment" Areas:

Local "special assessment" districts are organized within sanitary districts, to finance construction of

sewers, in the same manner as street or any other special assessment districts. Bonds are issued for construction by such local assessment districts, independent of any connection with the sanitary district as a whole, and are a lien on the property within the special assessment district that is formed to secure the improvement. The term of such "special assessment" bonds is limited to ten years. The Bayshore sanitary district has one such "spe-

cial assessment" district within its boundaries; the Belmont sanitary district has two such "special assessment" districts.

The Bayshore and Belmont sanitary districts have no bonded debt. The bonded debt status of the three "special assessment" districts within their borders, is as follows:

Sanitary District	"Special Assessment" District	Bonds Issued	Date of Issue	Outstand'g July 1, '27
Bayshore	No. 1	\$19,644	1927	\$16,547
Belmont	No. 1	103,261	1926	99,088
	No. 2	150,705	1927	95,092

Fire Protection Districts

Fire protection districts are formed by the Board of Supervisors upon petition of fifty or more taxpayers in a proposed district. The administration of a fire district is vested in a board of three fire commissioners, who, upon organization of the district, are appointed by the Board of Supervisors to serve until the first Monday of April subsequent to their appointment, after which the commissioners are elected by the voters of the district to serve terms of three years. One commissioner is elected each year. The fire commissioners purchase equipment, erect fire houses and employ necessary help.

The fire districts organized in San Mateo County and general data relative thereto are as follows:

District	Paid Firemen Volunteers	Value of Property			Population	Area Sq. Mi.
		Buildings	Equipment	Total		
Bayshore	29	\$5,000	\$6,000	\$11,000	700	2
Halfmoon Bay.....	19	.....	7,000	7,000	500	2
Lomita Park	34	1,500	4,000	5,500	200	3/8
Menlo Park	3 15	7,500	21,000	28,500	3,000	12
Woodside	2 23	2,700	13,500	16,200	700	22
Total	5 111	\$16,700	\$51,500	\$68,200	5,100	38 1/2

The organization of fire districts provides fire protection to unincorporated areas which would otherwise be unprotected. (As was outlined under "San Mateo County", the only fire protection outside of incorporated cities and organized fire districts, is such as can be supplied by the fire warden of the county.)

The Menlo Park district also includes practically all of the city of Atherton (which has no city fire

department) and all of the recently incorporated city of Menlo Park.

The business men of Colma maintain a private fire company for the protection of Colma property, and extend such protection to the neighboring city of Lawndale. This, however, is not publicly organized, either as a fire district or as a city fire protection unit.

Only two of the districts (Menlo Park and Woodside) have paid fire fighting forces to supplement the services of volunteer firemen. In the Halfmoon Bay, Lomita Park and Bayshore districts, the service is of the simplest type. No remuneration is given the volunteer firemen; expenses incurred are wholly for maintaining the apparatus and building and for purchase of equipment. The Bayshore district was organized in June, 1927, and was without funds with which to function until 1927-28 taxes were collected in November, 1927. Subsequent to the gathering of field data for this report, steps were taken to organize the Belmont fire district.

Fiscal Data, Fire Districts:

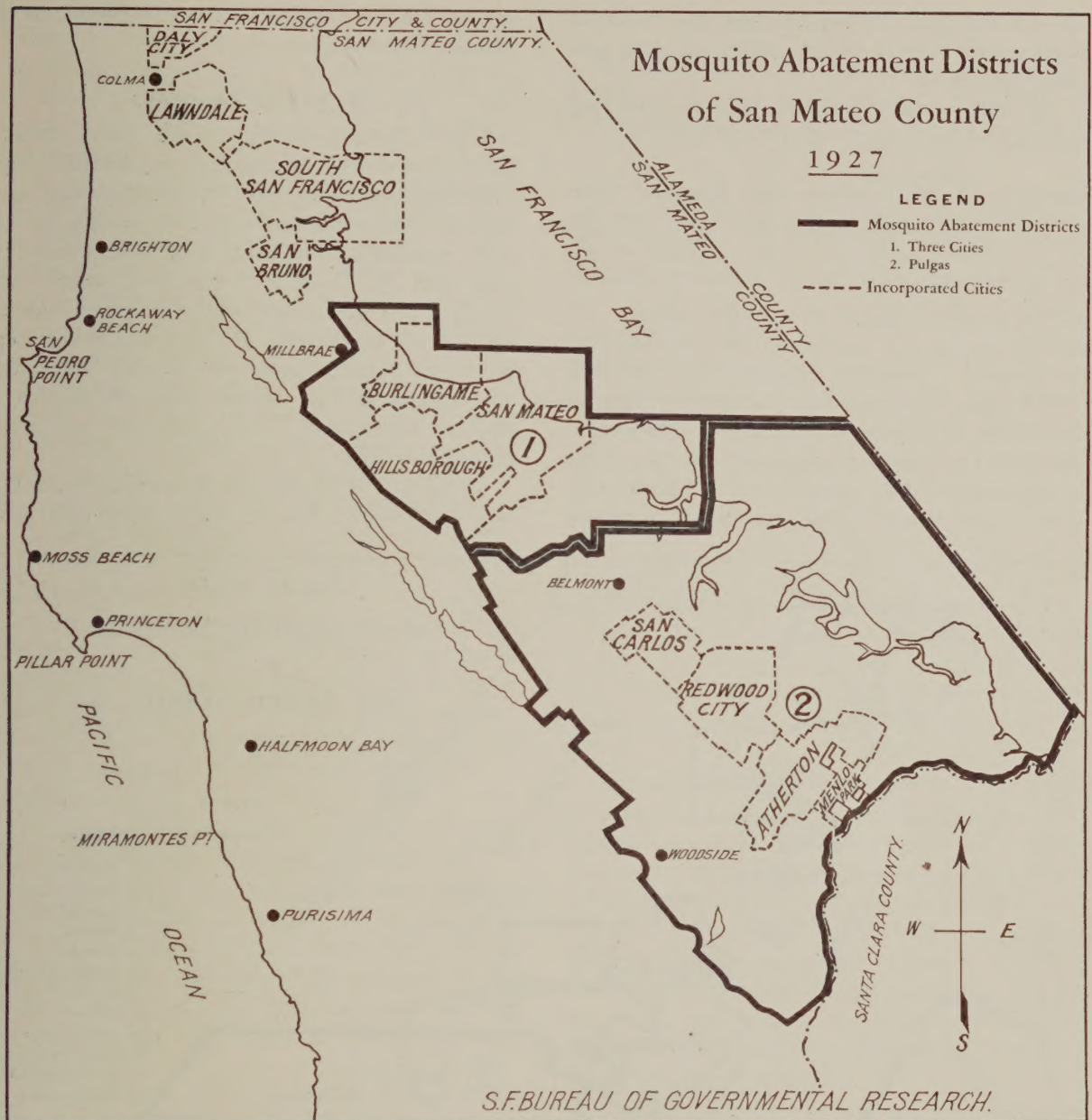
The assessed valuations, tax rates, revenues and expenditures of the districts for 1926-27, exclusive of the Bayshore district which did not operate during 1926-27, are as follows:

District	Assessed Valuation	Tax Rate	Revenues	Expenditures Op'tive Capital	Total	
Halfmoon Bay.....	\$ 263,255	\$1.50	\$ 3,824	\$ 461	\$ 1,903	\$ 2,364
Lomita Pk.	122,270	1.50	1,744	56	1,466	1,522
Menlo Pk.	4,064,670	.31	12,872	6,944	6,488	13,432
Woodside	1,589,690	.50	7,149	4,464	3,606	8,070
Total.....	\$6,039,885		\$25,589	\$11,925	\$13,463	\$25,388

Tax rates are fixed on the assessed valuation of the property of each district for county purposes. None of the districts have bond issues outstanding; taxes levied for 1926-27 in all districts were sufficient to provide revenues for purchase of equipment in addition to maintenance needs. The Bayshore district voted to levy a tax of \$1 a year for four years, beginning with 1927-28, in addition to maintenance taxes, to pay for a fire house and apparatus.

Mosquito Abatement Districts

There are two mosquito abatement districts in San Mateo County organized under Act 3701, General Laws, for the purpose of exterminating mosquitos and other insects. They include both city and unincorporated territory. The Three Cities



district includes the cities of Burlingame, San Mateo and Hillsborough. The Pulgas district includes the cities of San Carlos, Redwood City, Atherton and Menlo Park.

Mosquito abatement districts are organized upon petition to the Board of Supervisors of at least 10 per cent of the registered voters of the proposed district, both inside and outside incorporated cities. Each district has a board of trustees composed of five members, which selects a superintendent on full-time paid basis to conduct mosquito extermina-

tion work. The council of each incorporated city within a district appoints one trustee, and the County Board of Supervisors appoints a sufficient number at large to complete the board. Trustees serve two-year terms.

The districts are financed by direct tax. The Board of Trustees of each district annually files a budget estimate of expenses with the Board of Supervisors, which levies a tax based on the county's assessed valuation of property within the district. The maximum tax rate allowed by law is 10 cents.

The districts have no bonded debt and corporate assets consist only of trucks, pumps, oil tanks and other equipment.

The area, assessed valuations, tax rates, revenues and costs of the districts for 1926-27 were:

District	Area Sq. M.	Assessed Valuations	Tax Rates	Revenues	Costs
Three Cities ..80		\$16,313,040	.055	\$9,211	\$11,794
Pulgas .....84		12,334,455	.081	10,126	10,552
Total.....164		\$28,647,495		\$19,337	\$22,346

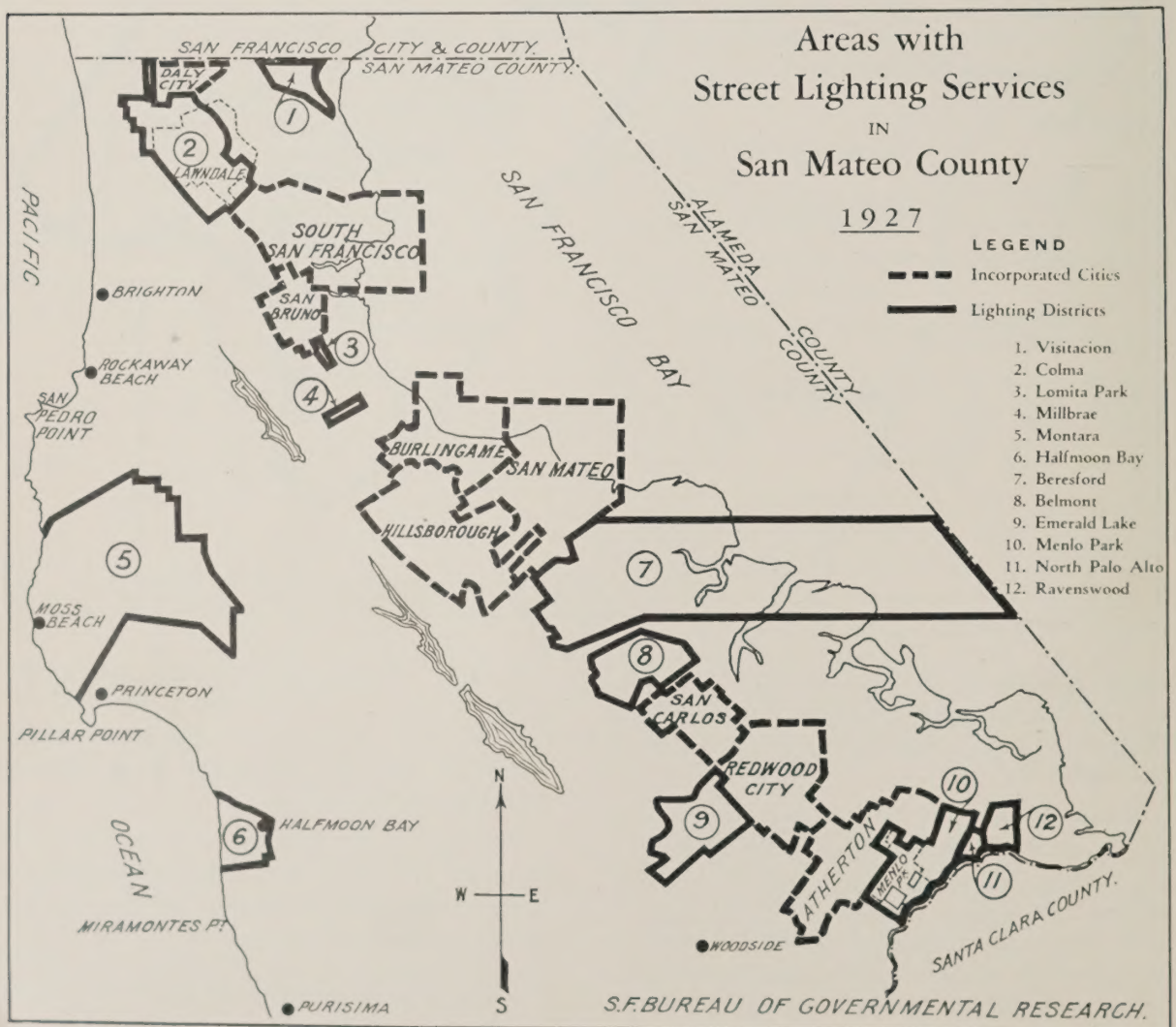
The mosquito abatement districts include one-third of the area of the county and two-thirds of the assessed valuation. Although the control is localized in two independent districts, the need of the service is probably county-wide. The organization of two special districts adds two more tax-levying bodies to the county's total and performs a limited service that should probably be a county

function with a single organization applicable to all sections of the county.

Lighting Districts

Unincorporated territory in the county obtains lighting service by forming lighting districts. The procedure for organization provided by State law requires that a petition signed by twenty-five or more taxpayers or residents of a locality shall be filed with the Board of Supervisors, which shall establish the boundaries of the proposed district and call for an election. On approval by the electorate, the Board of Supervisors proceeds with plans for lighting service, receives bids and awards a contract for lighting, levies taxes and authorizes payment of bills.

The Board of Supervisors is ex-officio the board of control of each district. There are no other offi-



cials or employees. The County Treasurer and the County Auditor handle all fiscal matters. Districts can be enlarged on petition of one-fourth of the owners of the assessed value of property, or one-fourth of all owners of real property, in a contiguous territory.

Of the twelve lighting districts, eleven functioned throughout the fiscal year 1926-27. The Emerald Lake district was organized June 7, 1927. Due to the elasticity of the organization procedure, and the frequency with which the Board of Supervisors authorizes changes in districts on petitions for new lights, the lighting district boundaries are in a constant state of change. During the last fiscal year, the Homestead lighting district was absorbed by the city of San Mateo when the territory included was annexed; the San Carlos lighting district was taken over by the city of San Carlos.

Contracts for lighting are usually let on a five-year basis. The contracting company provides all lighting fixtures and wiring and does all maintenance work. Annual expenditures are estimated on the basis of the contract price. Taxes are levied annually by the Board of Supervisors at the same time as the levying of other taxes, on the county's assessed valuation of property of the district, in sufficient amount to produce revenues to meet bills for service.

The assessed valuation of property of the lighting districts which functioned during 1926-27 totaled \$5,356,810. The total taxable value of property for county purposes outside of the cities with municipal lighting service was \$20,850,255. Therefore, practically one-fourth of the property of the county, outside of cities with municipal lighting service, receives the benefit of district lighting service.

The number of lights on July 1, 1927, and the costs for 1926-27 of the lighting districts are as follows:

District	No. of Lights	Costs 1926-27
Belmont	59	\$1,047
Beresford	25	456
Colma	164	5,614
Halfmoon Bay	50	940
Lomita Park	43	671
Menlo Park	130	2,584
Millbrae	28	563
Montara	70	1,576
North Palo Alto	31	624
Ravenswood	37	232
Visitacion	57	1,145
San Carlos		675
Homestead		520
Totals.....	694	\$16,647

Public Utility District

The Dimond Public Utility District is the only district in the county organized under the Public Utilities District Act of 1921 (Act 6391, General Laws).

Such districts may be organized to acquire and operate revenue-producing utilities only, and, as far as possible, charges for service shall be fixed at a sufficient amount to pay all expenses of the district, it being the intent of the law that such districts shall be self-sustaining. Directors are elected for four-year terms on the second Tuesday of May on each second year after formation of the district. The district conducts all its own affairs, without aid of any county officials unless it so determines. No accounting is required, except that the financial condition of the district shall be published annually. Every two years, the accounts of the district shall be audited by an expert appointed by the State Railroad Commission. The district may, by the usual election procedure as for other political units, vote to issue bonds for acquisition of utilities, and the board of directors may, when necessary, vote to levy taxes to meet deficits in maintenance expenses.

The Dimond Public Utility District was organized in 1925 for the distribution of water in a triangular area bounded on the north by the San Francisco city and county line, on the east by the Bayshore Highway, and on the south by McDonald Avenue. It took over, without cost to the district, the water distributing system installed by the realty company which subdivided the land comprising the district. It also assumed the contract of the realty company with the Spring Valley Water Company for the supply of water.

The district has three directors, who serve without compensation and who perform all of administrative duties in the operation of the water utility. A director, who is secretary-treasurer, collects all water bills. Rates charged are the same as retail water rates in San Francisco, which are stated to be sufficient to pay for water delivered under special contract price with the Spring Valley Water Company, and to meet all other district expenses, including the installation of meters.

The officers conduct all the affairs of the district without aid of any county officials. No bond issues have been voted or taxes levied. The district functions entirely independent of all other political sup-

ervision, except for such public accounting of funds as required by state law.

The district has 63 customers. It purchased 2,714,250 gallons of water during 1927, and its total expenses were \$800. The property of the district is valued at \$2000.

Water Utility Districts:

Since the beginning of the 1927-28, and subsequent to the compilation of the data contained in this report, steps have been taken to organize the Ravenswood and East Palo Alto Water Utility Dis-

tricts, which are to serve the communities whose names they bear. They are formed under state law and have issued, or are proceeding to issue, bonds for construction of distributing systems. Water is to be purchased from the Spring Valley Water Company. It is planned that service charges will be sufficient to meet operation and maintenance expenses. The districts may be taxed annually for bond interest and redemption charges and may be taxed to meet any deficit in operating expenses. The state law provides for the election of five directors and an assessor for the district to serve two-year terms.

Need of Standard Administration

Special districts in effect make it possible for unincorporated areas of the county to obtain types of governmental services, essentially municipal, on the basis of the property benefited paying the cost thereof. The need of such services is evident by the organization of the five sanitary districts, five fire districts, twelve lighting districts, two mosquito abatement districts and the one public utility district considered in this report, and the formation of at least four additional districts since July 1, 1927, and before this report has gone to press. Under present laws, each type of district has its own standards of formation, such as by petition of 25 or 50 citizens, ten per cent of the voters, or 25 per cent of taxpayers; the districts do not have budgetary control or standard accounting procedure; sanitary districts have independent powers of

assessments; and each has its own board of control, although the jurisdiction of several types of districts may overlap.

The organization of separate districts for each governmental function adds to the number of governmental units of the county, the number of elective officials, the number of tax-fixing bodies and, in the case of sanitary districts, to the duplication of assessing property. The demand for such services, which will increase as the unincorporated area of the county is built up, should dictate the necessity of fundamental changes in the county structure to provide for such services under centralized administrative control and by the elimination of the excessive number of independent governmental bodies.

Chapter VI

Local Assessment Districts and Principles

District organizations of the county, heretofore discussed, have been general units of government, such as road and school districts, or special organizations provided for by State law with independent governmental control, such as the sanitary, fire and other districts. In addition, State laws provide for local assessment districts for financing various public improvements of local benefit. With practically the same provisions, these local assessment laws are applicable to cities, to the unincorporated area of the county and to cities and unincorporated area jointly.

Local assessment districts vary from other special districts in that they are organized under the control of existing governmental units, no maintenance functions are performed, and the districts cease to exist when the improvements for which they are organized are completely paid for. Local assessment financing of public improvements is widely used by the cities of San Mateo County and to an increasing extent by the county outside of cities.

Function of Local Assessment Districts:

The organization of "special assessment" districts provides a method of financing improvements that are of a local—or limited—area benefit, by assessment of the cost against the property within the area which is deemed to receive the benefit of the improvement. Such special-assessment districts are based on the principle that a local improvement is not primarily of county-wide or city-wide necessity and convenience, and that such improvement enhances the value of the property within the area which is assessed for the cost.

The assessment of frontage, or property within a benefited district, to meet the cost of an improvement, is generally recognized as a sound policy of public financing, and a method whereby property owners may obtain paved streets, sidewalks, bridges, street lights, sewers, water pipes, hydrants for fire protection and other improvements, independently of city or county appropriations or bond issues.

State Laws Applicable:

There are a number of special assessment and "local improvement" laws adopted by the state to

provide for financing the cost of various types of public improvements, and for their acquisition and maintenance, of which the following have been utilized in San Mateo County:

1911 Act: The basic state legislation governing all special assessment districts formed in San Mateo County is what is known as the "Local Improvement Act of 1911." This act empowers municipalities to establish assessment districts for all kinds of street work, street lighting, bridges, viaducts, subways, retaining walls, sanitary and drainage sewers, hydrants and pipes for fire protection and wells, reservoirs and pipes for water supply.

Districts may be formed when a majority of the owners of the front-footage of property within a proposed district so petition. The work is performed by contract awarded by the city after competitive bidding, or may be performed by, or through, the property owners, if owners of three-fourths of the front-footage of the property of the district so elect. The cost may be financed in part by the city; if so, whatever cost remains is assessed to each property owner in proportion to the front-footage of property owned within the district.

Each property owner, if his assessment is in excess of \$25, has the option of payment in cash within a certain period, or of paying in annual installments, not to exceed ten, with interest at 7 per cent on deferred payments.

The city issues separate "parcel" bonds to the contractor for the actual amount of the assessment levied against a parcel of property, where the property owner elects to pay on installments, each such bond usually being in odd amount, and constituting a lien on a specific parcel on which the assessment has not been paid in full. The bond holder collects the annual payments on each bond from the property owner. In event of failure to pay, the bondholder may demand that the property be sold by the city to meet such delinquency, in the same manner as for other tax delinquencies.

1915 Act: The "Local Improvement Act of 1915" is in all respects the same as the 1911 Act except as to the method of issuing bonds to be redeemed by deferred payments of assessments. The bonds of districts organized under the 1915 Act are issued in round-sum amounts by the city, on the

credit of the city, and are generally in serial form, one-tenth of the issue reaching maturity each year. Payments are made by the property owners to the city in the same manner and at the same time as city taxes. Each assessment district under the 1915 Act constitutes a separate fund and payments of interest or for the redemption of district bonds can be paid only from such fund. In event of insufficient revenues on hand to meet bond payments, due to delinquency of property owners, the tax collector shall make demand on the city council that a tax be levied on all city property to produce sufficient funds. Such tax shall not exceed 10c for each district and, on payment of delinquencies, the amount of tax monies previously appropriated by the city are repaid to the general fund.

1921 Legislation. By acts of the legislature of 1921, all the provisions of the 1911 and 1915 Local Improvement Acts, as they apply to municipalities, were made applicable to unincorporated territory, with the county and county officers acting in the same manner as provided for cities and city officers. Another act provides for concurrent jurisdiction of the county and a city when a proposed improvement district includes both incorporated and unincorporated territory.

1907 Act. The Local Improvement Act of 1907, applicable for unincorporated areas, provides that the entire cost of an improvement may be paid by bonds, not to exceed 20 years at 7 per cent interest, and that the interest and principal of the bonds shall be met by an annual tax on the land valuation only of the district benefited.

The Mattoon Act. The "Mattoon Act" of 1925 provides another method of assessment for districts in unincorporated territory or comprising both city and unincorporated areas. The act permits the issuance of bonds, not to exceed 30 years at 8 per cent interest, which are to be redeemed in annual payments from the proceeds of a tax levied on the assessable property of the district. Such district may be divided into zones of relative benefits received from the improvement and shall pay a proportionate amount of the annual amount raised by taxes. It is also provided that the county may pay for any part of the improvement deemed by the Supervisors to be of general public benefit.

Another act of the 1925 Legislature (Act. 8217) empowers city councils to establish a revolving fund from any city funds available or from the proceeds of bonds, for the purchase of bonds

issued as liens for local improvement work or for payment of improvement work which is to be paid for by assessments on the property benefited. The revolving fund is to be reimbursed by payments of assessments, or from the proceeds of bonds of the special assessment district.

County Assessment Districts:

The organization of special assessment districts for development of local roads and other improvements in unincorporated territory has not been widely developed in San Mateo County, but indications are that there will be increased use as rural territory is subdivided for homes of urban character. Such development of rural territory is widely in vogue in Los Angeles County, there being more than 430 districts organized of which over 200 are under the new "Mattoon Act" alone.

On July 1, 1927, there were three special road improvement districts and three special sewer improvement districts in San Mateo County as follows:

District	Bonds Outstanding	Last Maturity Date
R. I. D. No. 1 (Lomita Park).....	\$ 3,726	1928
R. I. D. No. 3 (McDonald Ave.)	13,773	1935
R. I. D. No. 4a (Wallbridge St.)..	44,933	1936
Bayshore Sewer District.....	16,547	1937
Belmont Sewer District No. 1.....	99,088	1936
Belmont Sewer District No. 2.....	95,092	1937

Road Improvement District No. 1 (Lomita Park) is the only district organized under the 1907 Act, which provides for payment of bonds by a tax on the land value only of the district. The tax for 1926-27 was \$6.18 and produced \$3820.

Road Improvement District No. 3 (McDonald Avenue) and the three sewer districts are organized under the 1911 Act as applicable to unincorporated areas by the 1921 Act.

Road Improvement District No. 4a (Wallbridge Street) is organized under the 1915 Act as applicable to unincorporated areas. The county appropriated \$10,000 in 1926-27 towards the cost of this improvement.

Since July 1, 1927, and before the publication of this report, no less than seven other special assessment districts have been formed or have been petitioned for. Six are for road improvements and one is for a sewer district. Another petition pending before the Board of Supervisors is the proposed special assessment district to be organized under the "Mattoon Act" for the improvement of Alameda

de las Pulgas from the Woodside to Belmont roads, which is estimated to cost \$489,987.

Assessment Districts, San Mateo Cities:

In addition to county special assessment practices, all cities in the county have adopted the policy that all original street work, including grading, paving, curbs and sidewalks, and drainage and sanitary sewer mains, except outfall sewers, shall be done by private contract or special assessment. In several of the cities, including Burlingame and Daly City, no city general funds have been expended for original street work. In San Mateo, Hillsborough and Redwood City, some street and bridge work has been done from the proceeds of bond issues or tax funds, but within the last two years, such policy has been abandoned. In San Mateo, San Carlos, Redwood City and South San Francisco, some street electroliner and lighting systems have also been financed by assessment districts.

The financing of original street, sewer and lighting improvements by special assessment districts is the largest item of cost of any function of any municipal government within the county. On July 1, 1927, there were 130 assessment districts within cities on which bond payments were being made. Of these, 51 are organized under the 1911 Act and 79 under the 1915 Act. The bonds outstanding on that date for the 130 districts were in excess of \$1,500,000. A compilation of 1926-27 special-assessment bond payments by assessment districts within cities organized under the 1915 Act alone, indicates that more than \$250,000 was paid by property owners, or a sum approximately 40 per cent as large as was spent for all other general municipal purposes. The cost is not reflected in the tax rates of the cities, nor are the full expenditures shown in the annual report of cities. The fact that payments on bonds issued for districts organized under the 1911 Act are made direct to bondholders renders impossible any compilation of annual payments so made.

Principles Involved in Local Assessments:

The almost universal use of special assessment methods of financing the original cost of street and sewer improvements in the cities of San Mateo County, and the rapid increase in the use of such methods in unincorporated areas of the county, plays an important part in the consideration of governmental financing and costs in this report.

The use of special assessment methods in San

Francisco is largely limited to original street and sidewalk work where the improvements are purely of local benefit. The principal exceptions have been the assessment districts formed for the financing of the Twin Peaks, Stockton Street and Sunset tunnels. All other major street improvements, boulevards, sewer construction, municipal railway extensions, parks, playgrounds, etc., have been financed by tax or bond funds.

The differences in use of special assessment methods in the two counties represent differences in fundamental policies of governmental financing and operation and must be recognized in any comparison of governmental costs.

The widespread use of special assessment financing of improvements is sound governmental practice. It is based on the principle that private property should pay for improvements that produce special benefits, and in proportion to the benefits accruing. It provides a means for a district to obtain a public improvement whenever a majority of property owners therein desire such improvement and are willing to pay for it. It furnishes a means of obtaining such improvements, independently of organization, oratory or political influence that may be necessary to secure these from general public funds or bond issues.

The universal use of local-assessment methods removes the inequality that may exist when public improvements are financed from general public funds, which may be used to provide some districts with improvements while others are neglected. It relieves the general tax burden. It is democratic, in that it promotes "home rule" in the attainment of public conveniences as these become necessary or desirable.

Limitations on Use of Special Assessments:

Special assessment financing is not advantageous when there is "over-improvement", when a district is formed without regard to the general development plan of a larger area of which it is a part, when financing methods produce excessive burdens, and when assessments are out of proportion to special local benefits.

In a large majority of assessment districts formed, the cost of the improvement has been quickly absorbed by the increased value of benefited property. To such an extent, special assessment financing is sound and legitimate. Where such conditions prevail, it is the experience of San Mateo County cities, particularly of Burlingame and San Mateo,



Courtesy of the San Mateo County Chamber of Commerce

BUTANO FALLS, NEAR PESCADERO

that a large percentage of the cost of improvements is paid in cash, or bonds are redeemed before maturity. In other cities, including San Bruno, Redwood City, Daly City and San Carlos, not only has a large percentage of assessments gone to bonds, but annual payments have become delinquent. This condition can be accepted as evidence of "over-improvement," or levying of assessments in excess of accrued values to property. This does not represent a sound use of assessment financing. In 1926-27, Daly City levied a general city tax of 10 cents to meet delinquencies in assessment bond payments of one district and San Bruno levied a tax of \$1 to meet delinquencies in ten districts. In 1927-28, Daly City levied another such tax of 10 cents, San Bruno a tax of \$1.10, Redwood City a tax of 16 cents, and San Carlos a tax of 10 cents.

Within recent years it has come to be realized in many communities that local special-assessment improvements, if undertaken without conformance to

the general developmental needs or program of that community, hamper the proper development of the larger area or saddle improvements on a local assessment district which must be paid for, while possibly more immediate needs cannot be financed. Such use of special assessment financing is unsound and may hold back the progress of a whole community or section of a community. The existence of a general development plan and the listing or "budgeting" of improvements in order of relative importance will go far to promote the proper use of special assessments.

In the absence of such a plan, the sound judgment of a legislative body is required to approve only such special assessment districts as will not create "over-improvement" or stifle normal progress.

Unnecessary Costs of Special Assessments:

The present methods of financing construction costs for "special assessment" work, add unneces-

sary costs to each such improvement. Under both the 1911 and 1915 Acts, as these are applied to cities and unincorporated areas, the successful bidder for each special assessment district contract must finance the work until its completion. He must wait for his money until assessments are collected; if the property owner elects to pay by installments, he is given bonds in lieu of cash. It is the usual practice of the contractor to sell these bonds to a firm engaged in handling them, and usually they must be sold at a discount.

The effect of this procedure is that the contractor is forced to include his financing costs (including the discount for disposing of the bonds) in his bid for the work. In San Francisco, such additional costs have been estimated at from 15 per cent to 25 per cent of the total contract price. These are in excess of the regular interest charges on bonds issued.

Where the value of property is relatively low, and only a limited sum can be spent for improvements, the contractor must also take into account the fact that the security for the bonds is relatively low, and that therefore the discount rate on the bonds may be extremely high. The contract cost of the work is therefore increased, or the incentive is furnished to skimp on the cost and quality of the work.

If full value is to be received for all improvements financed by special assessments, financing and collection costs must be reduced to a minimum. An act of the 1925 legislature, referred to in the foregoing, which authorizes the establishing of municipal revolving funds for special-assessment financing, has not been used in San Mateo cities. This, apparently is not sufficiently specific to permit of its application toward the reduction of local assessment financing and collection costs.

The San Francisco Bureau of Governmental Research, in cooperation with the city engineer of San Francisco, developed a plan to do away with excessive financing costs, which was authorized by a 1924 Charter amendment. The plan for San Francisco calls for the city to set up a revolving fund

by authorizing a bond issue for the purpose. Whenever a special assessment district is organized, the city, from the proceeds of bonds sold on the city's credit, would make "progress" payments to the contractor as the work proceeds. The city, in turn, would collect the assessments from property owners, and if they elect to pay in ten annual installments, the city makes the collections, which reimburse the fund. As the city's credit is superior to that of an assessment district, it will be possible for the city to issue bonds at an interest rate of from two to three per cent less than the interest rate which would be required for individual-parcel or assessment-district bonds. The difference would produce a small revenue to pay collection charges and other costs of operating such a revolving fund.

From the results of the Bureau's study, it was estimated that property owners in San Francisco would save from 15 to 25 per cent of present assessment district improvement costs. The Bureau, subsequent to the passage of the Charter amendment, estimated that a bond issue of \$2,000,000 would be sufficient for establishing a revolving fund in San Francisco, but as yet no such bond issue has been presented to the voters for approval.

Such provisions for local assessment financing, as may be applied in San Francisco, would be equally valuable for decreasing the costs of assessment financing in San Mateo County. These provisions should include requirements for accurate records of all assessment districts, maps which would reveal superimposition of improvements, the use of the credit of the governmental units for "progress" payments to contractors, engineering recommendations on the extent of such improvements to prevent "over-development," and for aid from general funds for such projects which have a general as well as a local benefit.

Special assessment principles of financing improvements, as established on a sound basis in San Mateo County, should be more widely used in San Francisco and would represent a measurable improvement in financing.

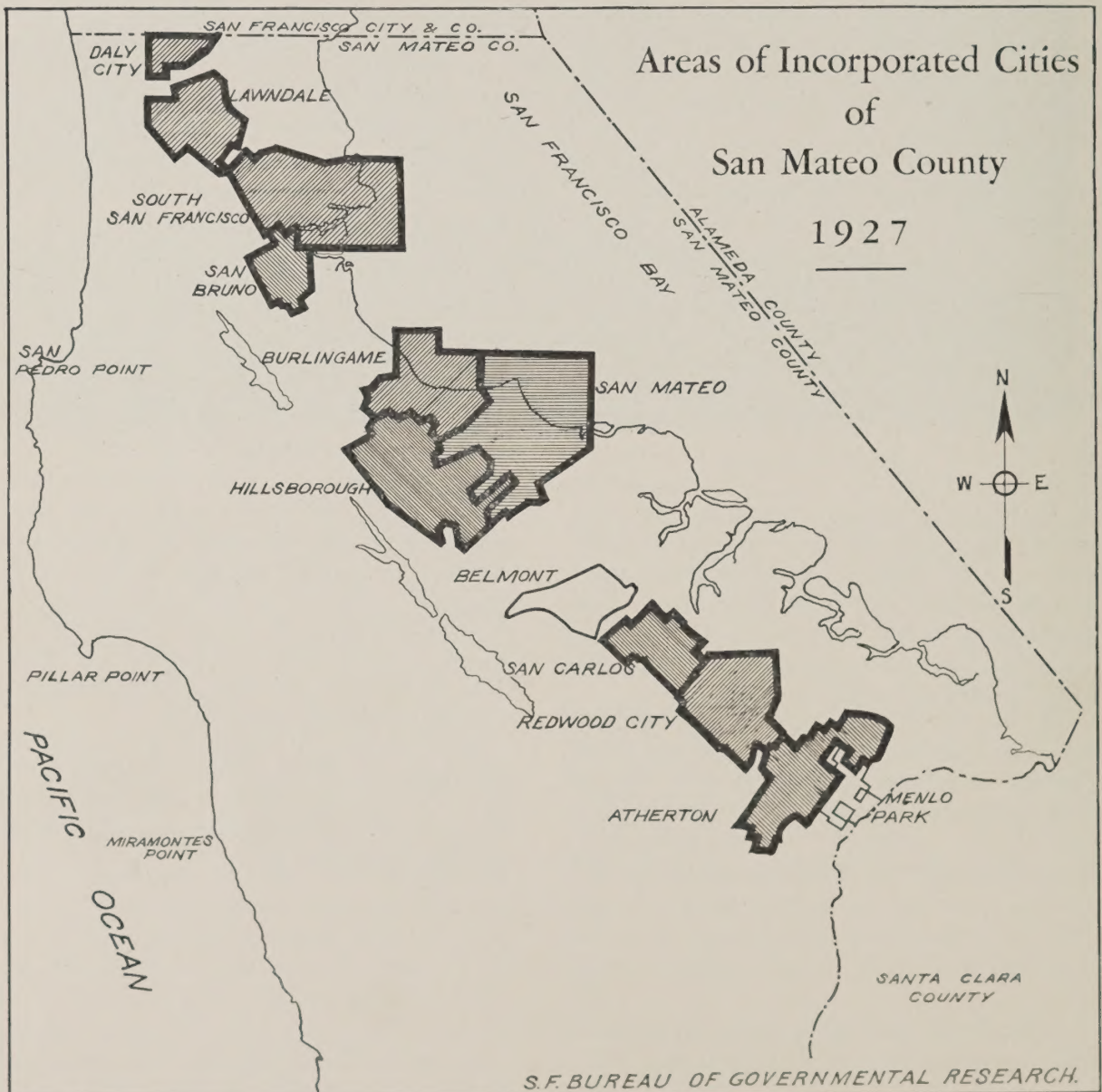
Chapter VII

Cities of San Mateo County

There were ten incorporated cities in San Mateo County for which data were compiled in this report. Subsequently the city of Menlo Park has incorporated. All are located within a 25-mile stretch on the bayshore slope and plain. The northernmost city, Daly City, adjoins the San Francisco County line, and its streets connect with San Francisco streets. Menlo Park, the most southern city, has the Santa Clara County line, for its southern

boundary. The Peninsula Highway (El Camino Real) is common to all the incorporated cities as they either border or straddle its right-of-way.

The ten cities expended \$835,901 during 1926-27 for governmental services exclusive of local assessments, public utilities, and proceeds from bond issues, or 21 per cent of the total of all the political subdivisions of San Mateo county.



Area and Population:

The ten incorporated cities include 10 per cent of the San Mateo County area, 73 per cent of the registered voters and 61 per cent of the estimated population of the county.

The cities in the order of their incorporation, together with the area, number of registered voters and population in 1927, are as follows:

Cities	Year Incorp'd	Present Area Sq. Miles	Regist'd Voters 1927	Estimated Popula'n Jan., 1927
Redwood City	1867	4.5	2,865	7,530
San Mateo	1894	8.5	4,099	8,558
So. San Francisco.....	1894	7.6	1,856	6,536
Burlingame	1908	4.2	4,404	9,580
Hillsborough	1910	6.0	441	1,850
Daly City	1911	1.0	1,872	4,944
San Bruno	1914	1.8	1,077	2,240
Atherton	1923	4.6	543	1,086
Lawndale	1924	2.9	113	350
San Carlos	1925	2.4	352	1,221
		43.5	17,622	43,895

Belmont was incorporated in 1926, but the incorporation proceedings were declared invalid by the Superior Court. Colma, better known to many than some of the enumerated cities, is not incorporated.

All Sixth-Class Cities:

The incorporation of cities can be divided into three groups: Those incorporated prior to 1900; those incorporated from 1908 to 1914; and the group incorporated from 1923 to date.

Because Menlo Park was incorporated subsequent to the period for which data was obtained for this survey, none of the following report applies to Menlo Park, except where it is specifically mentioned.

Hillsborough has availed itself of the State law (Act 5152, General Laws) to be designated as a town instead of a city. In this report it will be grouped with the other incorporated municipal corporations without special designation, except when specifically mentioned.

All of the cities, except San Mateo, are incorporated under the general laws of the State as cities of the sixth class. San Mateo is also classified as a city of the sixth class, but is incorporated by charter and functions under the city manager form of government.

All sixth class cities function under certain general laws common to all. The fiscal year of each such city is from July 1st to June 30th (which is the same as for San Francisco and San Mateo Counties) with the exception of San Mateo, which

is from November 1 to October 31, and San Bruno, which is from January 1 to December 31. The bonded debt limitation (Act 5178, Paragraph 4) is 15 per cent of the city's assessed valuation.

Each city elects five councilmen, a clerk and a treasurer for terms of four years each. Elections of municipal officials are held on the second Tuesday in April of the even-numbered years in each city except San Mateo, which holds its regular municipal election on the second Tuesday of April of odd-numbered years.

Two cities—San Bruno and San Carlos—have organized by ordinance under a modified commission plan of government under which each councilman is named as commissioner of one of the important functions of the city's government and acts in an administrative capacity in connection with those activities.

The general laws provide that the council shall name a chief of police, who shall be ex-officio tax and license collector, and a city judge. The council may also appoint an attorney, a superintendent of streets, an engineer and other employees.

Combination of Municipal Offices:

All of the cities combine various municipal offices and functions under individual officials either in a full-time or part-time capacity. The extent of combinations of municipal offices and functions are shown in the following table:

Atherton	Clerk-Judge
Burlingame	Clerk-Assessor-Accountant, Water Dept. Treasurer-Tax Collector-Purchasing Agent
Daly City	Clerk-Assessor-Tax Collector. Fire Chief-Supt. of Water Dept.
Hillsborough	Clerk-Assessor-Deputy Tax Collector Police Chief-Fire Chief-Health Officer- Building Inspector-License Collector
Lawndale	Police Chief-Building Inspector
Redwood City	Treasurer-Tax Collector-Auditor-Purchasing Agent Clerk-Assessor-Water Dept. Collector City Engineer-Supt. of Streets-Supt. of Water Dept. Attorney-Judge*
San Bruno	Building Inspector-Supt. of Streets-Deputy Chief of Police
San Carlos	Assessor-Tax Collector-Health Officer Police Chief-Fire Chief-License Collector Attorney-Judge* Bldg. Inspector-Sanitary Inspector
South San Francisco	Clerk-Assessor-Tax Collector

*Same person serves for Redwood City and San Carlos.

Municipal Service of County Officials:

Nearly all cities designate certain county officials to act in their similar capacities for the municipali-

ties. The county officials who perform municipal services for cities are as follows:

County Surveyor	—acts as city engineer for South San Francisco, Hillsborough, San Bruno, Daly City, San Carlos, Atherton and Lawndale.
Assessor	—makes assessments of property for Atherton and Lawndale.
Tax Collector	—collects taxes of Atherton and Lawndale.
Health Officer	—acts as health officer for Hillsborough and Lawndale.
Meat Inspector	—acts as meat inspector for Burlingame and Hillsborough and as health officer for San Mateo.
Milk Inspector	—acts as milk inspector for Hillsborough.
Justice of Peace, 1st Township	—acts as city judge for Lawndale.

In addition, Atherton is served by the Menlo Park Fire District and the Menlo Park Sanitary District, and Lawndale is served by the Colma Lighting District and Colma's private fire company.

Number of Employees and Officials:

All municipal employments are subject to the appointing power in each city, usually the council. There is no "civil service." In San Mateo City, the city manager appoints all officials and employees of departments under his control.

The number of officials and employees of the various cities, exclusive of county officials performing municipal services, volunteer firemen, and ex-officio boards and commissions, are as follows:

Cities	Employees		Councilmen, members of Boards and Commis's	Total
	Full time	Part-time		
Atherton	3	4*	5	12
Burlingame	30	10	18	58
Daly City	11	5	5	21
Hillsborough	10	8	5	23
Lawndale	—	5	9	14
Redwood City	27	4**	14	45
San Bruno	7	11	20	38
San Carlos	2	5	9	16
San Mateo	29	6	14	49
So. San Francisco..	12	12	10	34
Totals.....	131	70	109	310

* The Atherton police chief serves without pay.

**The Redwood City fire chief serves without pay.

The councilmen of Daly City, Redwood City, San Bruno, and South San Francisco receive part-time salaries.

Limited Development of Municipal Services:

The older established cities with the larger populations, show a more complete municipal organiza-

tion, carry on a larger number of municipal functions, and have the larger number of full-time paid employees. In the more recently established cities, the municipal business is conducted principally by part-time employees, or by county officials acting for the city; where there are full-time employees, they usually have a combination of positions, some of them incongruous and of a character that makes it improbable that the incumbent has any specialized knowledge of more than one position.

Some of the cities have made no attempt to carry on many of the functions usually performed by cities, while in one city, the sanitary and fire districts existing before incorporation are still administering those functions within the incorporated limits.

The creation of one newly incorporated city a year for the last five years indicates (1) the rapid growth of San Mateo County particularly of the bayshore region along El Camino Real, and (2) the practical necessity in the various population centers for municipal services not required by rural areas.

Despite the growth in population and increases in assessable property for tax purposes, the incorporation of small areas, in some cases contiguous to each other, for extremely limited city services is not economically sound nor does it promote confidence in the ability of cities to take care of the community's needs. The urban character of much of the territory on the bayshore requires municipal services or will require such services within a few years. The practical effectiveness of such services, however, lies in the proper expansion of existing cities, or their logical amalgamation, rather than in multiplying the number of governmental units, the number of part-time and inexperienced employees, and the number of tax-fixing and debt-incurring bodies.

City of Atherton

Atherton was incorporated as a city of the sixth class in 1923. The city is located on El Camino Real and is bounded on the north by Redwood City, on the south by Menlo Park, on the east by the unincorporated communities of Dumbarton and Ravenswood and on the west by the foothills. The city is almost entirely residential in character, the

business district being confined to the territory adjacent to the State highway. The area is 4.6 square miles.

The population in 1927, according to the estimate made for the purposes of this report, was 1086. For election purposes, in 1926-27, the city had two precincts and 543 registered voters.

Finances and Functions:

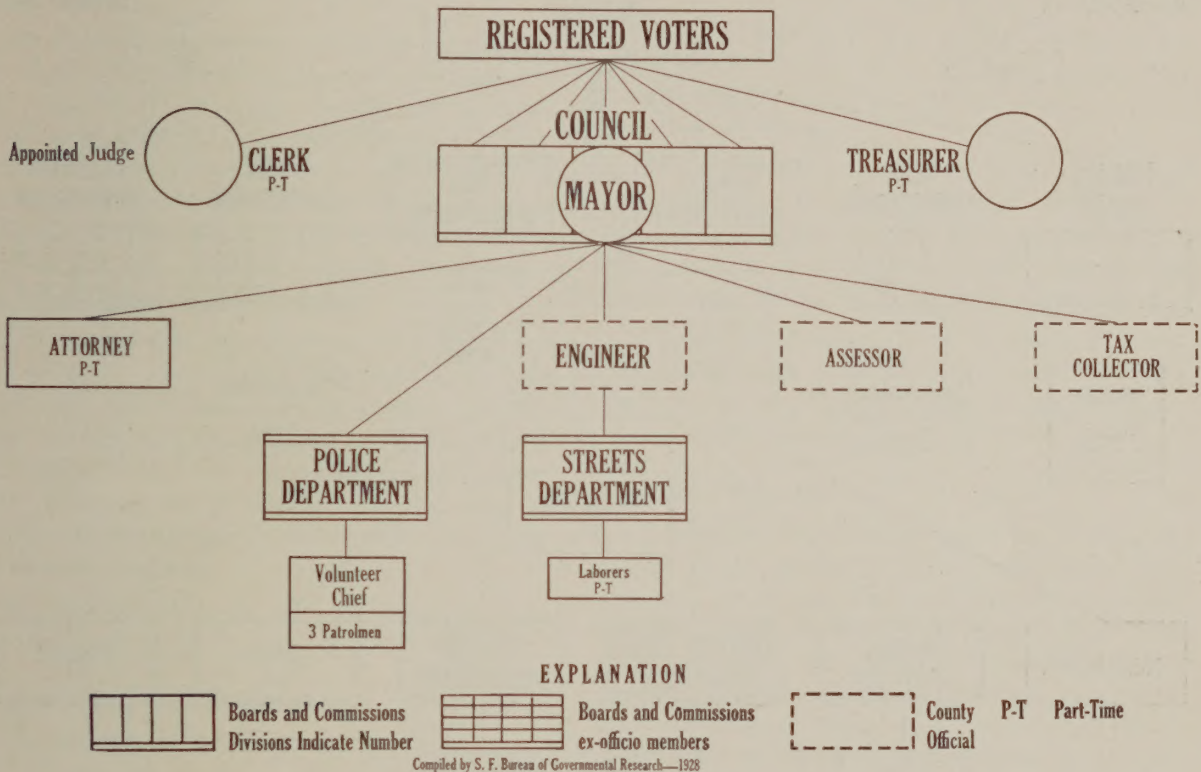
The corporate assets consist of two lots valued at \$2,500 to be utilized as a city hall site. At an election in October, 1927, the city failed to vote the necessary two-thirds majority for bonds for construction of a municipal building.

The tax rate for city purposes for 1926-27 was 59 cents per \$100 of assessed valuation. The

assessed valuations are fixed by the county assessor and the county tax collector collects the taxes. The valuation for 1926-27 was \$2,362,650.

The revenues for all city purposes for 1926-27 were \$21,224 and the expenditures were \$18,318. Atherton is the eighth among the ten cities of the county, from the standpoint of municipal expenditures.

Organization of the City of Atherton



The city has no bonded debt.

Atherton has one of the simplest forms of sixth-class city organization in the county. Its council members serve without pay. The city clerk is also city judge and receives a part-time salary. The treasurer also receives a part-time salary.

There is no city hall or public building. All prisoners are sent to the county jail at Redwood City. When the city was incorporated, the fire and sanitary districts which serve much of the territory incorporated in the city were retained; the city does not perform either of these functions.

The chief of police serves without pay; the police force consists of three full-time paid patrolmen. The city attorney is a part-time official. The county

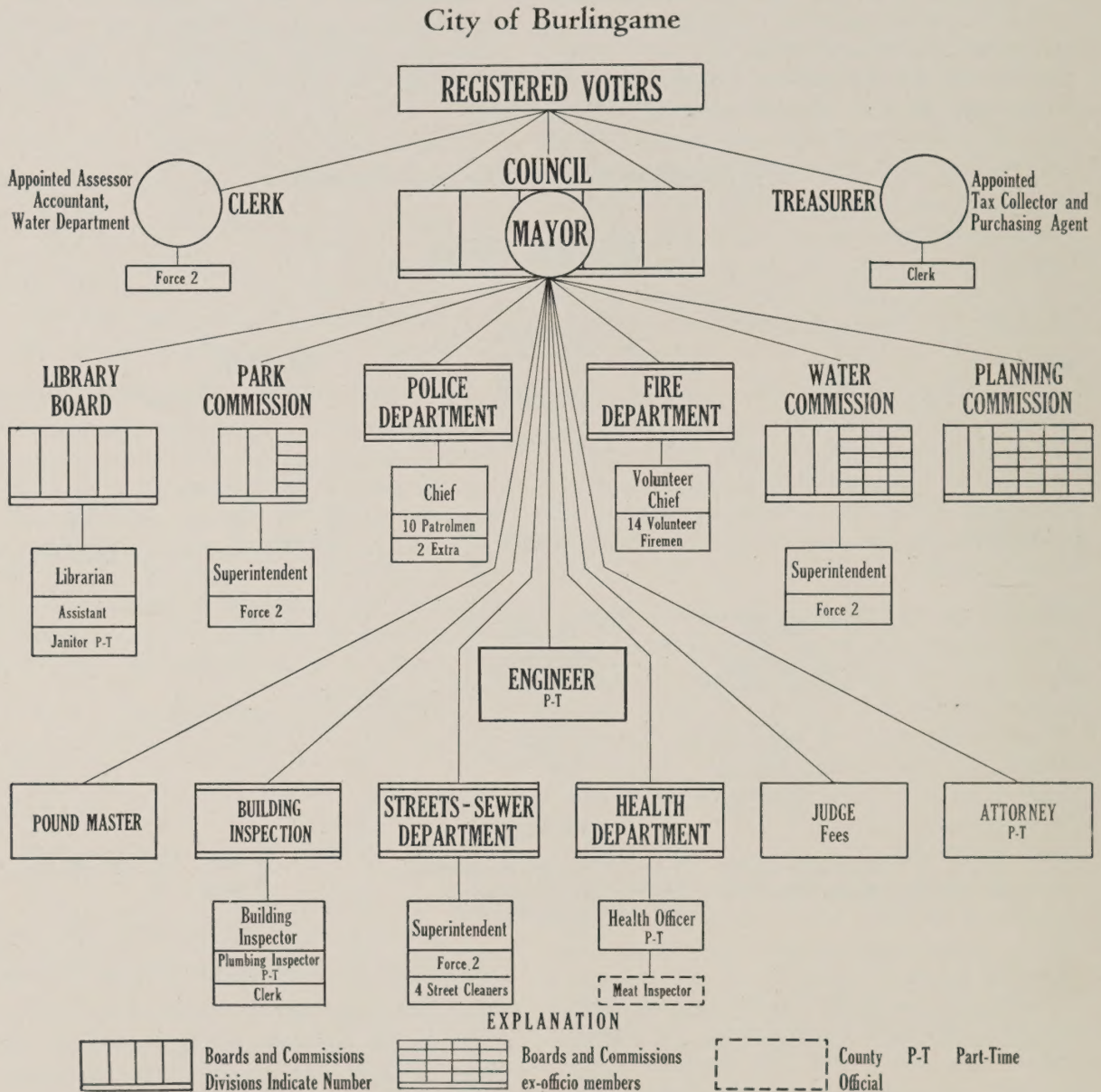
engineer acts as superintendent of streets on a contractual basis.

The health functions are performed by the county. There are no building inspectional services.

Except for police services, the construction and maintenance of streets constitute the principal municipal functions. Atherton has seven special assessment districts for original grading and paving of streets. Maintenance work and construction work from general funds are done by contract under the direction of the county engineer, as superintendent of streets. One man is employed part-time to clean the streets.

Atherton was organized to bring about local control of affairs, primarily for the preservation of its present residential characteristics which are

maintained by the city council through the enactment and enforcement of stringent zoning and building ordinances.



Compiled by S. F. Bureau of Governmental Research—1928

Burlingame was incorporated as a city of the sixth class under the general laws of the State of California in 1908. In August, 1927, a citizens' committee named by the Mayor recommended a charter form of city government and that a freeholders' election be held to initiate the framing of such a charter. (A board of freeholders was elected April 10, 1928.)

The city is located on the bayshore extending

westward to El Camino Real (Peninsula Highway) and beyond. It is bounded on the south by the city of San Mateo, on the west by Hillsborough, on the north by the Mills estate and on the east by San Francisco Bay. The original city contained 2.5 square miles; the city today is 4.2 square miles in extent, of which 1.7 are tidelands. In general, the original city lies in the second township of the county while the annexed territory to the north

lies in the first township. This is the only city in the county which is so divided.

The population in 1920, according to the United States census, was 4,107. The 1927 population, according to the estimate compiled for this report, was 9580. During 1926-27, the city was divided into 24 general-election precincts, which were combined into four or five precincts for municipal election purposes. The registered voters on December 31, 1926, were 4,404.

Fiscal Data:

For 1926-27, the assessed valuation of property for municipal tax purposes was \$6,872,418; the tax rate was \$1.47, revenues for all general purposes were \$149,383, and expenditures \$145,229. In addition, the municipal water system, which is operated independently of tax funds, received \$121,136 in revenues and disbursed \$105,864. Burlingame has the largest municipal expenditures among the ten cities of the county.

The bonded debt outstanding as of July 1, 1927, was \$166,000. Since July 1, additional bonds have been sold, which were voted at a special election May 24, 1927, for additions to water system, \$225,000, and new fire house and equipment, \$85,500. The per cent of bonded debt, including all issues now outstanding, is 5.7 per cent of the 1927-28 assessed valuation.

Property owned by the city, including the water system, is valued by the city clerk at \$397,050.

Organization and Functions:

The number of city employees, including elective officials, but excluding day and contract labor, was on July 1, 1927: Full-time 30, part-time 10, non-paid 18; total 58. In addition there are 15 volunteer firemen.

The administrative functions of Burlingame are similar to other cities of the sixth class. The city councilmen serve without pay. The clerk is also assessor and accountant of the water department. He is a full-time official and his salary is apportioned 30 per cent from general city revenues and 70 per cent from water department revenues. The treasurer is also tax and license collector and purchasing agent.

The city has a library board of five citizens, a park commission consisting of two citizens and the park superintendent ex-officio, a water commission

composed of three citizens and three officials ex-officio, and a city planning commission composed of five citizens and the city engineer ex-officio. The zoning of the city is covered by a zoning ordinance passed by the citizens as an initiative measure, which can be amended only by vote of the electorate.

Burlingame is the only city in the county to pay its city judge by fees only (\$3 a case).

An annual audit of all city funds is made by outside contract, for which \$400 was paid in 1926-27.

The city engineer is paid \$100 a month and receives fees for contract and special assessment work. He has a staff of 15 to 20 available for city work at all times.

The police department consists of a chief and ten patrolmen, employed full-time. Headquarters and jail are in the city hall. The fire department is organized as a volunteer force, members of which are paid \$2.50 for each alarm attended.

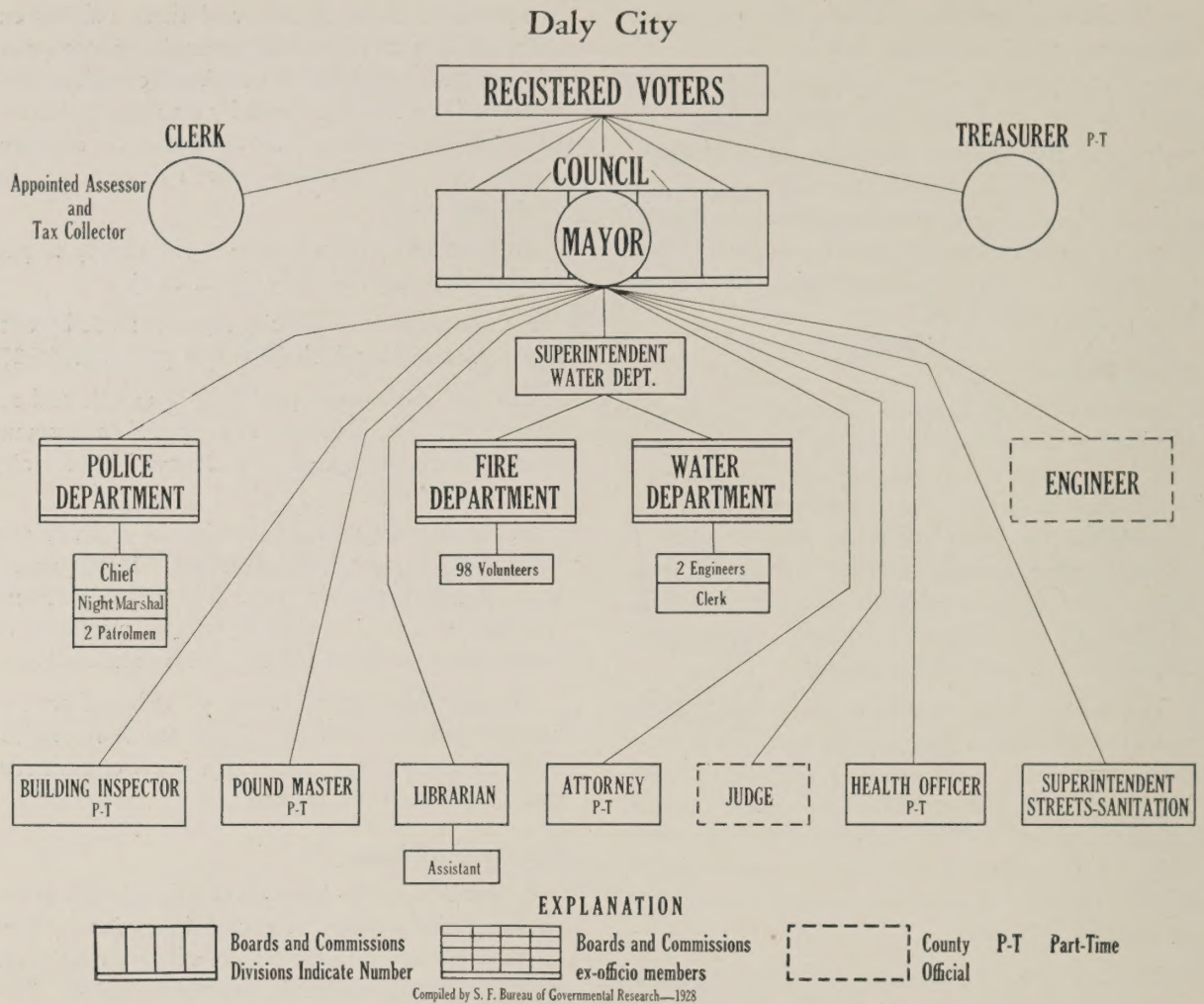
The city has approximately 40 miles of sewers, extending to all sections. There are four outfalls in San Francisco Bay and a fifth is under construction. Sewage is not treated.

Future Problems:

In addition to the improvements projected as the result of the passage of recent bond issues, Burlingame has several problems of relative magnitude which it must finance in the near future. The most important of these is the improving of the sewage system. A proposed North Burlingame sewer assessment district would finance one part of that work. Other assessment districts are contemplated to improve the sewer trunk lines in other sections of the city.

It is only a matter of time before it will be necessary for Burlingame, together with other communities on the bayshore, to treat its sewage in some way. The installation of a sewage treatment plant and the taking care of the sewage outfall will be matters for future financing.

Burlingame still controls practically all of El Camino Real within its territory and will face a problem of repaving in the near future. There will also be the problem of repaving many of the Burlingame streets due to the light construction of original paving on many accepted streets, not planned and now inadequate for the traffic such pavements carry.



Daly City was incorporated as a city of the sixth class in 1911. It is bounded by San Francisco on the north, the extension of Junipero Serra Boulevard on the west, the unincorporated community of Colma on the south and on the east by the San Bruno Mountains. The area is one square mile, including two small annexations in 1926 and 1927. A proposition to annex Colma to Daly City was defeated at the polls in October, 1927.

The population in 1920, according to the United State census, was 3,779. In 1927, it was 4,944, according to the estimate compiled for this report. For election purposes, during 1926-27 there were eleven precincts and 1,872 registered voters.

Fiscal Data:

The corporate assets are valued at \$317,900, including the municipal water system. For 1926-27, the assessed valuation of property for municipal

purposes was \$1,911,808, the tax rate was \$1.90, revenues for all general purposes, exclusive of bond sales, were \$53,834, and expenditures were \$46,836. In addition, the water department revenues were \$35,769 and expenditures were \$35,580. Daly City is the seventh among the ten cities of the county in amount of municipal expenditures.

The bonded debt outstanding on July 1, 1927, was \$84,000, requiring an annual redemption of \$5,500. The ratio of the bonded debt to the 1927-28 assessed valuation is 4 per cent.

Organization and Functions:

The members of the Daly City council receive salaries of \$180 a year. The city clerk is a full-time paid official and serves as assessor and deputy tax collector. The treasurer receives a salary for part-time service.

The full-time employees in addition to the city

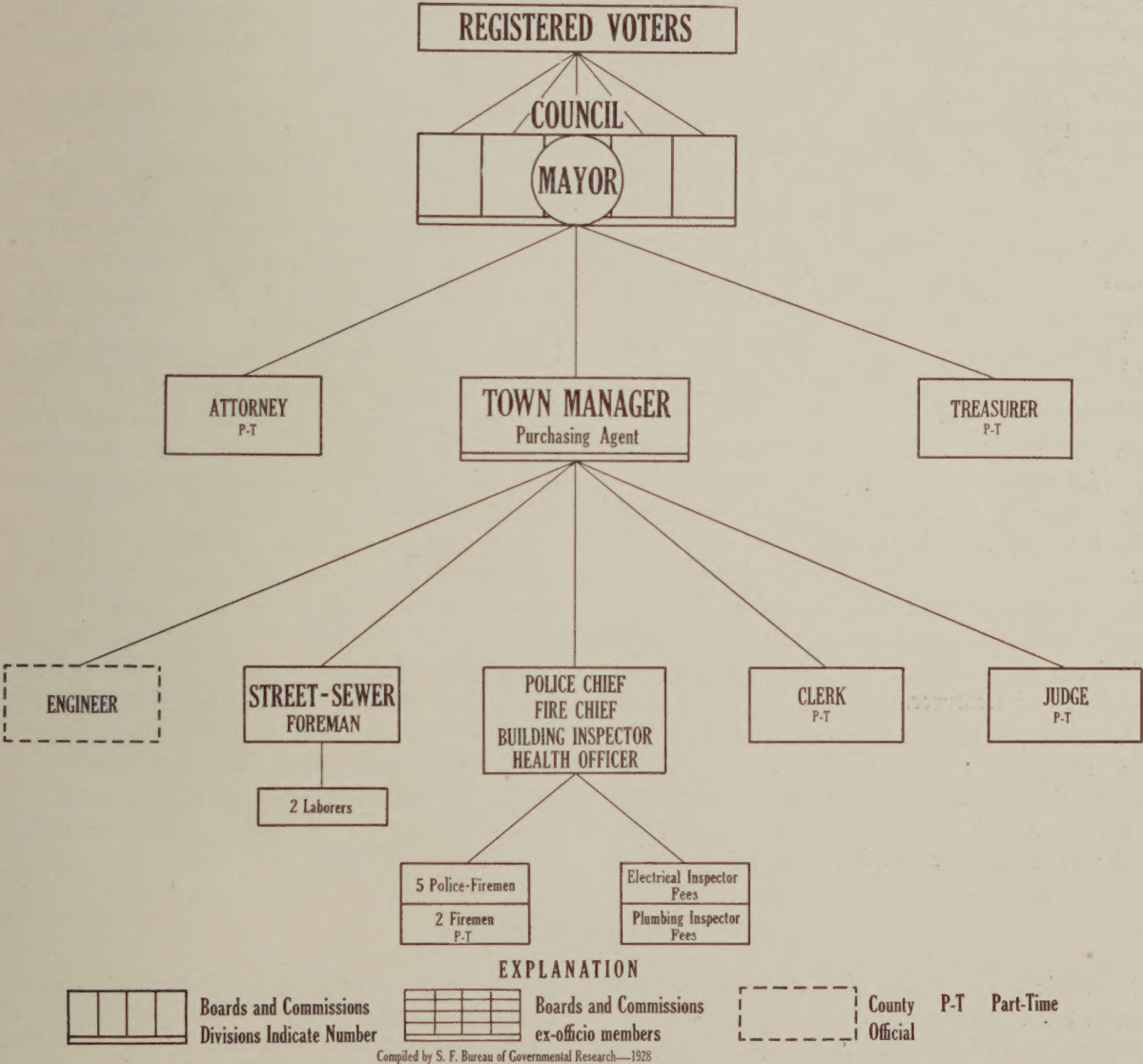
clerk, are a police chief, two patrolmen, a night marshal, a superintendent of streets and sanitation, a librarian, a superintendent of the water department and fire chief, a clerk of the water department, and two water department engineers.

Part-time employees, in addition to the treasurer, are a building inspector (paid by fees), attorney, poundmaster, and assistant librarian.

A justice of peace of the first township is city judge. The county engineer acts as city engineer on a contractual basis.

The city has seven acres of undeveloped land set aside for park purposes. One of the needs of the city is this improvement as a recreational center and playground. Plans for financing such improvement have not yet been formulated.

Town of Hillsborough



Hillsborough was incorporated as a town of the sixth class in 1910. It is the only incorporated area in the county which has availed itself of the State law to be known officially as a town. It is located

in the foothills west of Burlingame and San Mateo, dovetailing into these cities as far east as El Camino Real, and is bounded on the west by the Skyline Boulevard. The area is six square miles. Recent

changes have been to eliminate certain districts such as Baywood, which has subsequently become part of San Mateo.

The population, according to the 1920 United States census, was 931. In 1927 the population was 1,850, according to the estimate compiled for this report. During 1926-27, the town had two election precincts and 441 registered voters.

For 1926-27, the assessed valuation of property for municipal purposes was \$5,384,600. The tax rate was \$1.00. The revenues were \$56,228. Expenditures for general purposes were \$63,530 and from bond funds \$30,044.

The valuation of property owned by the town on July 1, 1927, was:

Town Hall (including Jail-Firehouse).....	\$65,000
Second Fire House	18,000
Parks (land only)	30,000
Total.....	\$113,000

The bonded debt status as of July 1, 1927, was:

Issue	Amount Sold	Year of Issue	Maturity	Interest Rate	Out-standing
Streets—Fire	\$130,000	1912	1932	5	\$32,500
Roads	40,000	1915	1935	5	18,000
Fire Apparatus..	15,000	1920	1930	5	4,500
Roads	24,000	1924	1937	5	18,000
Town Hall	50,000	1925	1931	5	48,000
Total outstanding					\$121,000

In October, 1927, a \$50,000 bond issue was voted for street improvements to be spent in 1928. The ratio of the bonded debt to the 1928 assessed valuation, including the \$50,000 bond issue, is 3 per cent.

In January, 1928, the town revised its organization by ordinance, approved by the voters, to provide for a town manager and the appointment of the clerk and treasurer.

As now organized, the town council of five members are the only elective officials. The council appoints the treasurer, attorney and town manager. The treasurer and attorney are part-time employees.

The town manager is a full-time employee who

receives \$5,000 a year. He acts as purchasing agent and appoints all other employees. These include: A clerk and a judge, who serve part-time; an engineer, who is the county surveyor, serving on a contractual basis; a streets and sewer foreman, who serves full-time and has two full-time laborers; and a full-time employee who combines the offices of police chief, fire chief, building inspector and health officer.

The town has five full-time police officers, who also act as firemen. The streets and sewer crew also responds to all fires. Two university students are employed part-time for night fire duty. Hillsborough is the only San Mateo County municipality without volunteer firemen.

An electrical inspector and a plumbing inspector serve on a fee basis.

The major part of tax funds is spent for services classified as protection to persons and property. Among the special services performed are eradication of ants, for which an appropriation is made from the general fund; also cleaning of chimneys, which is required annually and may be performed by the town forces on an assessment basis.

Sanitary sewers have been constructed by private contract. Storm sewers have been built from general tax funds. Two main sewer extensions have been proposed for construction in cooperation with San Mateo and Burlingame.

The town streets have heretofore been constructed by general tax or bond funds, but it is the announced policy of the town council that in the future all original street construction shall be performed at the expense of the local district benefited. The bond issue of \$50,000, approved October 8th, 1927, will be spent on certain streets to compensate for certain inequalities in distribution of street construction funds in the past.

The town has purchased two acres for future development as parks.

City of Lawndale

Lawndale was incorporated as a city of the sixth class in 1924. It is located on El Camino Real and embraces most of the cemeteries south of the unincorporated community of Colma, together with contiguous territory. Its area is 2.6 square miles. The population in 1924, when incorporated, was 551; in 1927, it was 350, according to the estimate of population compiled for this report. The ap-

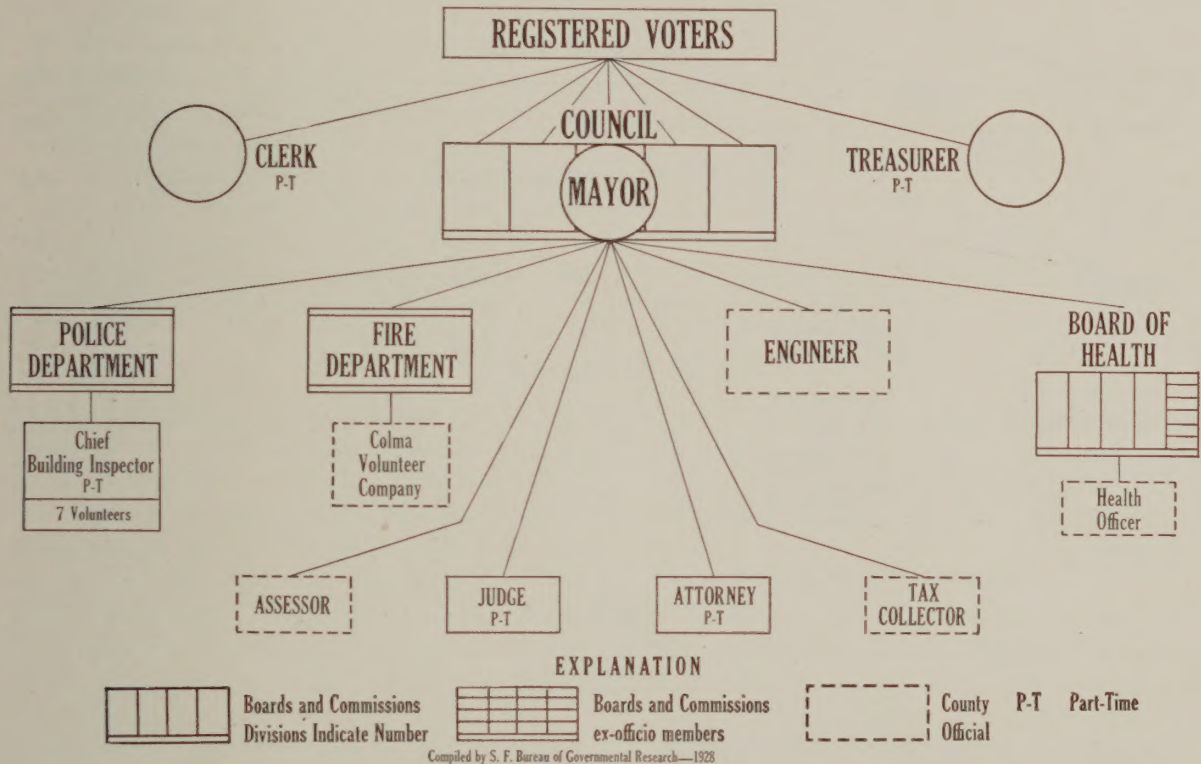
parent loss in population is said to be due to the exclusion of a part of the city's territory by vote of the people in 1926. For election purposes during 1926-27, it had one precinct and 113 registered voters.

There are no corporate assets and the city has no bonded debt or municipal buildings. The assessed valuation of property, as fixed for county

tax purposes, is used by the city. For 1926-27, it was \$543,135. The tax rate was 50 cents, which was the exact equivalent of the county road maintenance taxes which are not levied on property of incorporated cities. The revenues for 1926-27 were \$4,051 and the expenditures were \$2,221. The budget for 1927-28 totalled \$1,423. Lawndale is the smallest among the ten cities of the county in point of municipal expenditures.

Lawndale is also the smallest of the cities in population and in extent of governmental services. The council serves without pay. The clerk, treasurer, attorney and city judge receive part-time salaries. The police department consists of chief, who serves part-time, and seven special police officers who serve, when needed, without pay. There is no jail; prisoners are taken to Daly City jail or the county jail.

Organization of the City of Lawndale



The city pays a small sum annually to Colma's privately-financed fire company for emergency service in Lawndale. The Colma lighting district includes practically all of the incorporated area of the city.

All inspectional services are performed by the police chief. Health functions are taken care of

by an advisory health board and the county health officer, who is designated as city health officer.

The principal streets of the city are the State and county highways, on which the city spends no funds for maintenance. Other streets are less than two miles in length and are gravel or dirt; maintenance is by day labor and is paid from general fund. All sewers are private.

Redwood City

Redwood City was incorporated as a city of the sixth class in 1867. It is the oldest city in the county, and is also the county seat. It is located on El Camino Real and is bounded on the north

by San Carlos, on the south by Atherton, on the west by the foothills (unincorporated) and on the east by tidelands. The area was originally one square mile; by annexations in 1905 and 1926, it

is now 4.5 square miles. The population in 1920 was 4,020, and in 1927 it was 7,530, according to the estimate compiled for this report. For election purposes in 1926-27 there were thirteen precincts and 2,865 registered voters.

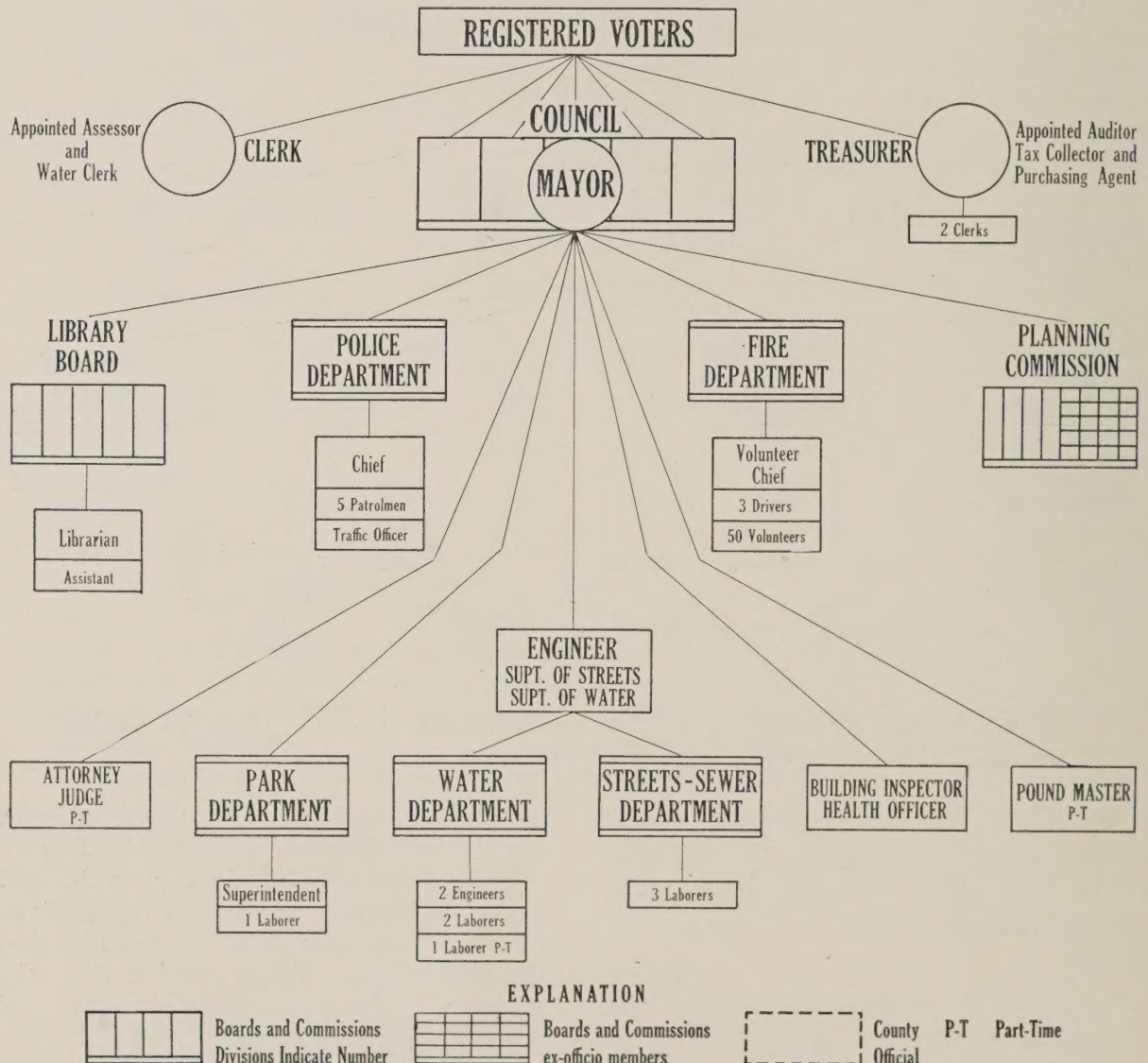
Fiscal Data:

The corporate assets are valued at \$133,500 for

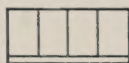
general purposes and \$250,000 for the water distributing system. The assessed valuation of property for municipal purposes and the tax rate for 1926-27 were as follows:

	Valuation	Tax Rate
Old Town	\$3,235,490	1.665
New Town	3,639,165	1.65
Total.....	\$6,874,655	

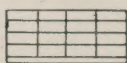
Organization of Redwood City



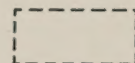
EXPLANATION



Boards and Commissions
Divisions Indicate Number



Boards and Commissions
ex-officio members



County P-T Part-Time
Official

Compiled by S. F. Bureau of Governmental Research—1928

For 1926-27, the revenues for general purposes were \$129,204. Revenues of the water system were \$68,285 and expenditures were \$45,200. Due to defalcations and unaudited accounts, there are no actual figures for general purposes expenditures

in 1926-27. Budget estimate of expenditures for 1927-28 were \$172,329, and have been accepted as typical of cost of government for this report. Redwood City is third among the ten cities of the county in amount of municipal expenditures.

The outstanding bonded debt on July 1, 1927, was \$286,562. The annual redemption totalled \$17,843. The ratio of the bonded debt to the 1927-28 city's assessed valuation is 2.3 per cent.

Organization and Functions:

Redwood City is in the process of reorganization of its administrative activities due to defalcation of its city treasurer in February, 1927, and the loss of funds and records. The council has appointed a new treasurer and combined with the office the duties of tax collector, auditor and purchasing agent, making it a full-time position. The city clerk, who is also assessor and collector for the water department, is a full-time employee.

A scientific reappraisal of property for city assessed valuation purposes has been completed and was used for the first time in the levying of 1927-28 taxes. The city council fixed the assessed valuations of land at 75 per cent of true value and improvements at 60 per cent. The 1927-28 valuations for tax purposes totaled \$12,413,680.

The city engineer combines with his office the duties of superintendent of streets and sanitation, and superintendent of the water department. The health officer is also building, plumbing and electrical inspector. The fire chief is a non-paid official. There are three full-time paid firemen and fifty volunteer firemen. The city attorney is also city judge and acts in a like capacity for San Carlos. The five members of the city council are paid \$120 a year.

The city has a planning commission of eight members, four of whom are ex-officio. There is a library board of five members, which appoints a librarian and one assistant. The total employees of the city are 27 full time, 4 part-time, 50 volunteer firemen, and 14 members of boards and commissions other than ex-officio.

For 1927-28 the city set up a centralized purchasing department in the treasurer's office to purchase all city supplies except for the library and fire department.

City of San Bruno

San Bruno was incorporated as a city of the sixth class in 1914. It is located on El Camino Real and is bounded on the north by South San Francisco, and on the south and west by unincorporated territory and on the east by the tidelands. Its fiscal year is from January 1 to December 31. The area is 1.8 square miles. There have been no annexations since the original incorporation.

The population in 1920, according to United States census, was 1,562. In 1927 it was 2,240, according to the estimate compiled for this report. For general election purposes during 1926-27 there were five city precincts and 1,037 registered voters.

Fiscal Data:

The value of the general corporate assets of the city, including the water system, is \$327,970.

For 1926-27, the assessed valuation of property for municipal purposes was \$2,427,860, the tax rate was \$2.75, revenues for governmental purposes were \$102,330, and the expenditures were \$67,814. In addition, the water department had revenues of \$18,408 and expenditures of \$17,313. San Bruno is sixth among the ten cities of the county in amount of municipal expenditures.

The outstanding bonded debt on July 1, 1927, was \$202,000. The total is made up of one issue,

sold in 1923, for purchase of the municipal water distributing system. The annual redemption is \$6,000. The ratio of the bonded debt to the 1927-28 assessed valuation is 9.2 per cent.

Organization and Functions:

Members of the city council act as chairmen of the commissions in charge of the various municipal operations. Each councilman receives \$120 a year salary. The commissions are: Health, fire, police, planning, water, streets, lights and parks. One or more councilmen serve on each commission and citizens are also appointed to the water, health, fire, planning and park commissions. The streets and lights have single commissioners. The planning commission has a secretary who receives \$60 a year.

The city clerk serves as a full-time official and is also assessor, tax collector and water clerk. The treasurer receives a part-time salary. The city attorney, city judge, health officer, and librarian are also paid on a part-time basis. The plumbing and electrical inspectors receive fees. The county surveyor acts as city engineer on a contractual basis.

The police department consists of a chief and three patrolmen who are full-time employees; also

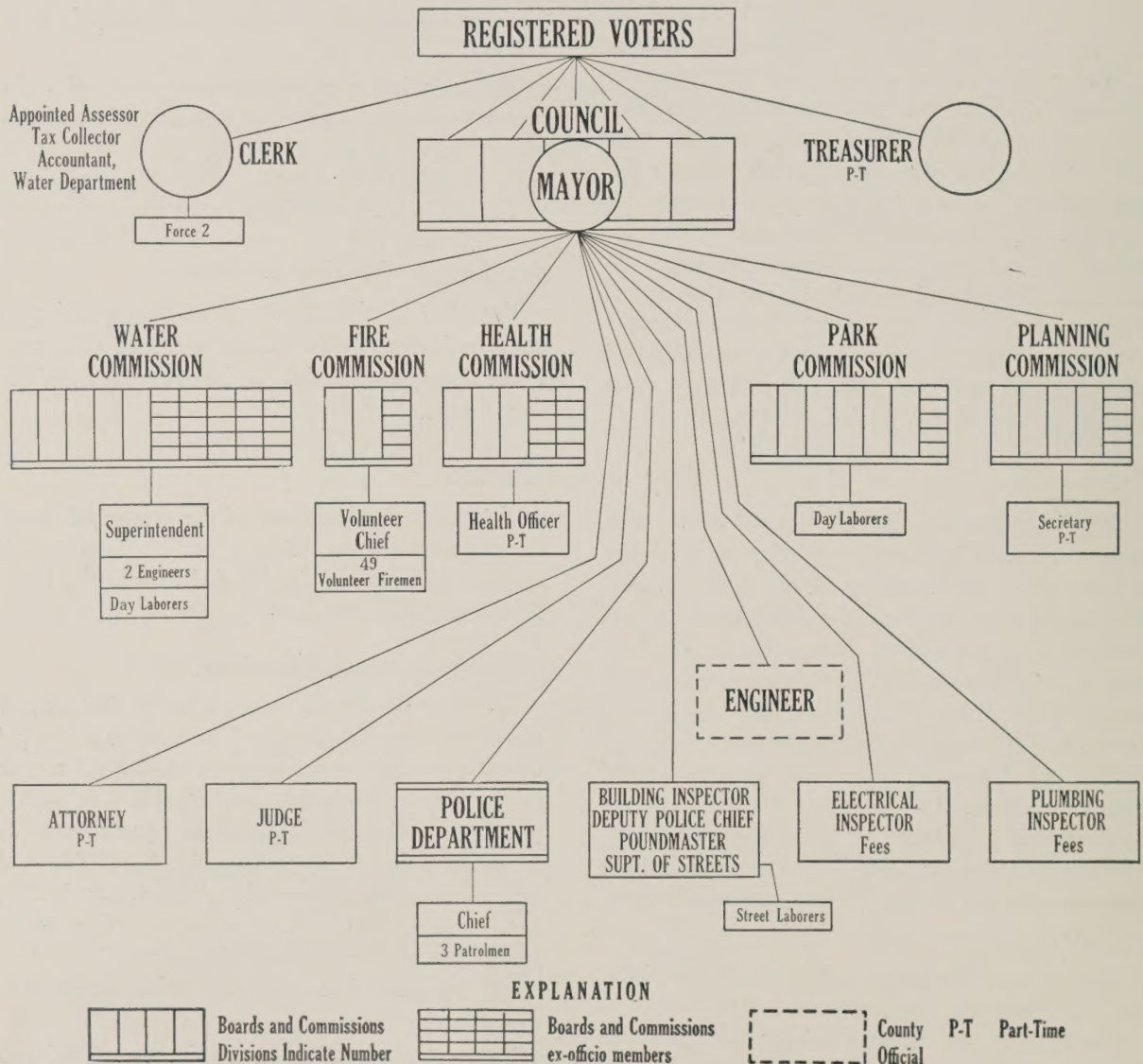
a deputy chief, who is also superintendent of streets, building inspector and pound master.

San Bruno has a temporary city hall and city jail. A new site for municipal buildings is being purchased and the construction of a new and adequate

building will have to be financed in the future, probably by bond issue.

The city owns its own water distributing system, the supply being drawn from wells. The consumption for 1926-27 was 56 million gallons; cus-

Organization of the City of San Bruno



tomers 880. The plant maintains itself from revenue, from which, also, a depreciation fund is set up. Interest and redemption of bonds issued for the purchase of the water system are paid from tax funds. The administration is in charge of a water commission composed of the five councilmen and five citizens. Maintenance is under the direc-

tion of a full-time water superintendent, who employs day laborers and assistants as necessary. The city clerk collects the water bills.

Special Assessment Delinquencies:

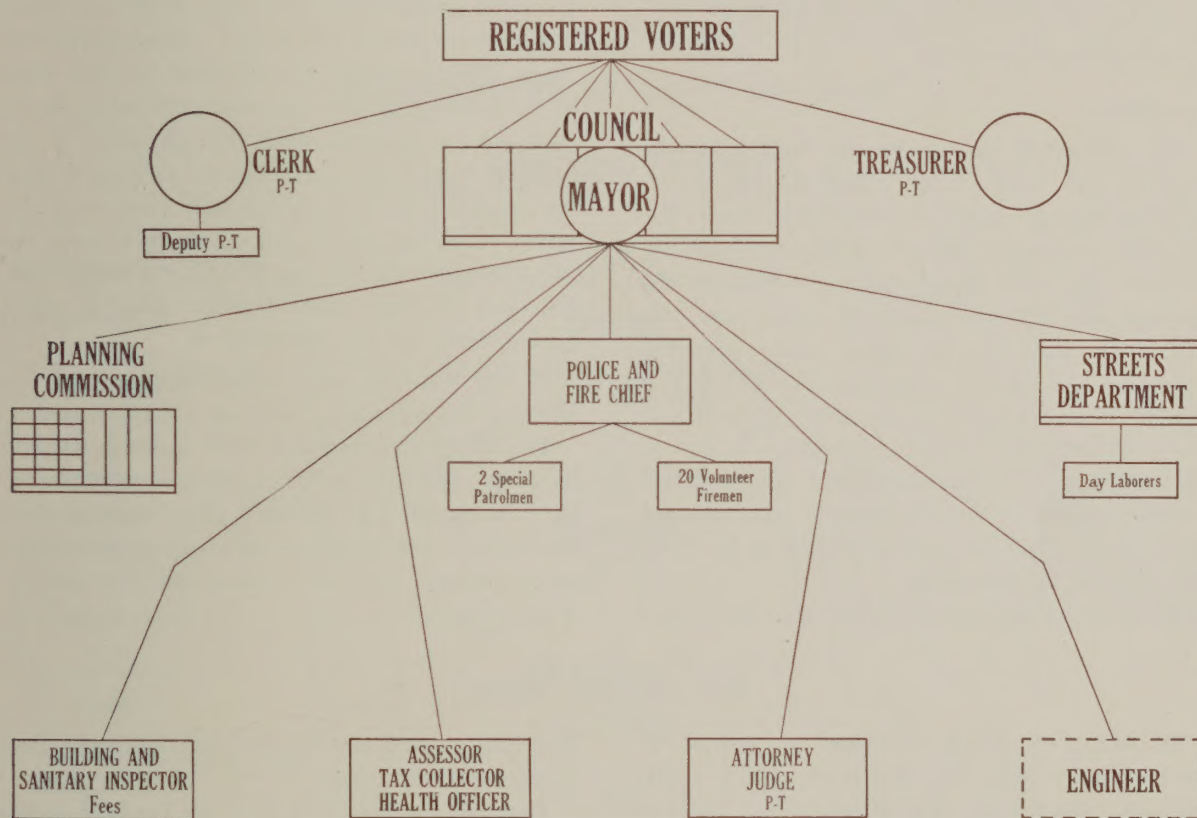
The chief problems of the city today are the amount of delinquencies in special-assessment pay-

ments. For several years past the city has been forced to levy special taxes to raise funds to meet bond payments, pending the sale of delinquent property and redemption of assessment charges. When such redemptions are made, the tax moneys advanced for such payments will revert to the general fund and will make possible a reduction of future general tax rates, or an increase in city services.

The predicament of the city, in being forced to levy the highest city tax rates of the county, illustrates the necessity of careful planning and municipal control of the financing of special assessments.

Until the present special assessment delinquency situation is cleared up, San Bruno cannot look forward to extensive municipal financing of new improvements.

City of San Carlos



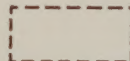
EXPLANATION



Boards and Commissions
Divisions Indicate Number



Boards and Commissions
ex-officio members



County P-T Part-Time
Official

Compiled by S. F. Bureau of Governmental Research—1928

San Carlos was incorporated as a city of the sixth class in 1925. It is located on El Camino Real, bounded by Belmont on the north, Redwood City on the south, the tidelands of San Francisco Bay on the east and unincorporated territory on the west. The original area was approximately .3 square mile and is now 2.4 square miles.

The population when incorporated was 631. In 1927 it was 1,221, according to the estimate com-

puted for this report. For 1926-27, the city had two precincts for general election purposes and 352 registered voters.

Fiscal Data:

The corporate assets of the city are valued at \$18,150.

For 1926-27, the assessed valuation of property for municipal purposes was \$1,073,760, the tax rate

was \$1, the revenues were \$24,108 and the expenditures were \$17,349. The city has no bonded debt. San Carlos is the ninth among the ten cities of the county in amount of municipal expenditures.

For 1927-28, the assessed valuations were increased to \$2,977,000, or approximately two and one-half times the county assessment, for the purpose of obtaining sufficient revenues to increase municipal services under the \$1 tax limit permitted by state law for general purposes.

It was necessary, for 1927-28, to levy a tax of 10 cents, in addition to a tax of \$1 for general purposes, to meet a deficit in funds for special assessment bond payments.

Functions:

The administration of the city is largely controlled by the city council members, who act as commissioners in charge of various functions. The city clerk and city treasurer are part-time officials.

There are two full-time officials. One is the assessor, tax collector and health officer, and the other is the police and fire chief. Other part-time employees are the city judge and city attorney, a combined position held by the same incumbent as for Redwood City. The county surveyor acts as city engineer on a contractual basis. The building inspector is paid by the fees charged, which are not reported to the city and are estimated to be about \$900 for the last fiscal year.

The city offices are located in the fire house,

which was built by the San Carlos fire district and was taken over by the city on incorporation. The offices of assessor, fire chief and police chief are located in this building, as is also the fire equipment. The building is on land of sufficient size to provide an adequate site for a municipal building whenever built.

The administrative functions of the city, other than those in charge of officials already enumerated, are in direct charge of council members, who act as commissioners of various divisions of the city's activities, such as street repair and cleaning, street lighting, and health. Work carried on under these headings is performed by day labor under direction of the councilmen in charge. Sewer maintenance work is under the direction of the building inspector, who is also the sanitary inspector; smaller jobs are ordered made by him by day labor. The city, on incorporation, took over the San Carlos fire district, the San Carlos sanitary district and the San Carlos lighting district, which now function as city departments.

A city planning commission, composed of five citizens, has advisory powers on zoning matters.

Practically all street and sewer work in the city has been financed by special assessments, or private contracts. The growth, since incorporation, has created new problems of larger sewer outfalls, street cleaning and maintenance, and the development of parks.

City of San Mateo

San Mateo was first incorporated as a city of the sixth class in 1894. In November, 1922, a city manager charter was adopted which has been in effect since April, 1923. The fiscal year as provided by charter, begins November 1.

The city is bounded on the north by Burlingame, on the west by Hillsborough, on the east by the bay and on the south by the unincorporated community of Beresford. The area is eight and one-half square miles, of which three square miles are water. It includes about one square mile added to the city during 1926-27 by three annexations.

The population, according to the 1920 United States census, was 4,384. For 1927 it was 8,558, according to the estimate compiled for this report. During 1926-27, the city was divided into 23 pre-

cincts for general election purposes, and there were 4,099 registered voters.

Elections for municipal purposes are held on the second Tuesday in April of the odd-numbered years. Two councilmen were elected in 1927. In 1929, three councilmen, a city clerk and a city treasurer are to be elected.

Fiscal Data:

The corporate assets of the city are valued at \$408,100.

Coincident with the establishment of the city manager form of government in 1923, the city contracted for a scientific re-appraisal of property on a 100 per cent valuation. On the basis of this appraisal, the council, by resolution, established 40 per cent of the true value as the value for asses-

ment purposes. Changes in the assessment roll have been restricted to subsequent improvements of property and increases in personal property valuations. Another re-appraisal is required by charter to be made in 1928.

For 1926-27, the assessed valuations and tax rates were as follows:

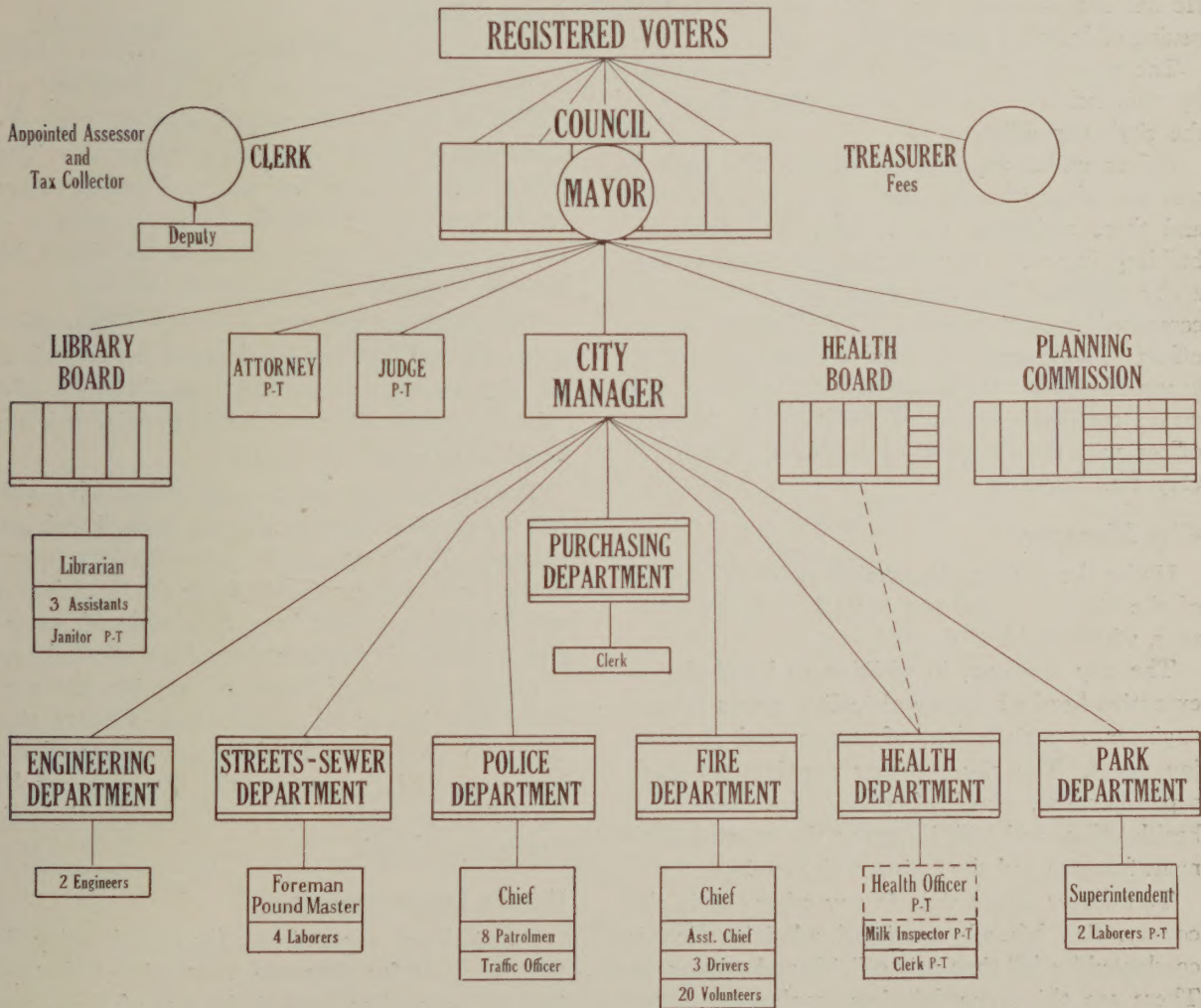
	Assessed Valuations	Tax Rate
Old town	\$6,640,875	\$1.442
New town	2,500,850	1.402
Total.....	\$9,141,725	.....

The difference in tax rates between the two parts of the city is that annexed territory (new town) does not pay taxes for debt obligations incurred by the original city (old town).

Revenues for 1926-27 totalled \$180,410 and expenditures were \$221,479, which included \$16,924 from bond issue proceeds. San Mateo is the second among the ten cities of the county in amount of municipal expenditures.

The outstanding bonded debt of San Mateo city on November 1, 1927, was \$340,450. This includes \$50,000 of bonds sold in August, 1927, but

Organization of the City of San Mateo



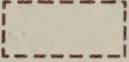
EXPLANATION



Boards and Commissions
Divisions Indicate Number



Boards and Commissions
ex-officio members



County
Official P-T Part-Time

not yet expended. The ratio of bonded debt to the total assessed valuation for 1927-28 is 3.9 per cent.

Charter Organization:

San Mateo differs from other incorporated cities in the county in that it functions under a charter and has a city manager. There is a council of five, the same as for other sixth class cities, one of whom is elected by the council as Mayor. All serve without pay. The charter provides for the initiation, referendum and recall, and makes forfeiture of office the penalty for attempting to influence the manager in purchases or appointments.

The city clerk is an elective official who serves full time and is also city assessor and tax collector. He has one assistant. The office also handles the issuing of building permits and licenses.

The treasurer is an elective official who is paid by commission of one per cent on practically all of the city's expenditures.

Offices under appointment of the city council are: The library board, which appoints a librarian and three assistants; police judge, city attorney, building inspector, city planning commission and a city manager. The City Planning Commission is composed of eight members, four of whom are ex-officio. The commission conducts hearings on all proposed changes in the city's zoning ordinance and makes recommendations to the council. All city offices, with the exception of the library, are in the City Hall building.

City Manager:

Under the charter, the administrative operations of the city are under the control of a city manager, who is paid \$5000 per year.

The city manager, in addition to his duties as executive head of the municipality, serves as city engineer, superintendent of streets, and purchasing agent. The city manager appoints the park superintendent, chief of police, fire chief, the health officer and milk inspector, the street department foreman and the assistant city engineer.

To a larger extent than in any other city in the county, San Mateo's municipal administration is conducted by full-time paid officials and employees. There are thirty-one full-time employees. Seven serve on a part-time basis. Fourteen, including members of the city council, library board and city planning commission, are not paid. In addition there is a volunteer force of twenty firemen, sub-

ject to call, who receive \$2.50 for each alarm attended.

The city's street department force makes street and sewer repairs and maintains the city-owned lighting system. The street foreman is also pound-master.

The city charter provides that the construction, improvement and repair of all public buildings and works, and all street and sewer repair work, when the expenditure required is in excess of \$300, shall be done by contract. Contracts are let to the lowest responsible bidder, unless the council rejects all bids and by a four-fifths vote decides that the work may be more economically or satisfactorily performed by day labor.

Annual Budget:

The charter requires the city manager to submit an annual budget estimate of all revenues and expenditures to the city council, together with detailed data of the previous year's expenditures. The budget estimated is printed and made public before consideration by the council. Upon adoption, as it may be amended by the council, it constitutes the basis for the levying of the annual tax.

The budget, as adopted, is not an appropriation ordinance and does not legally bind the council or the city manager to confine expenditures to the total of each budget item, but in practice it is adhered to as closely as possible.

The city manager charter is operating today with full co-operation between the city council and city manager. Public opinion is apparently in approval of the form of government. Since the new charter was adopted, tax rates have been reduced, extensive economies in operation have been effected, and a greater amount of municipal services are rendered than in any other San Mateo County city. With no greater tax burdens than other of the larger cities of the county, the city performs by far the largest amount of street reconstruction and improvement work.

Future Improvement:

Practically all expenditures for capital outlays in 1926-27 were for street re-construction and street improvements. For 1927-28 the sum of \$2,800 was included in the budget for an engineering survey of storm and sanitary sewer needs in newly annexed districts of the city and in the undeveloped territory to the east and south of the city. New

sewer costs have heretofore been financed by bond issue.

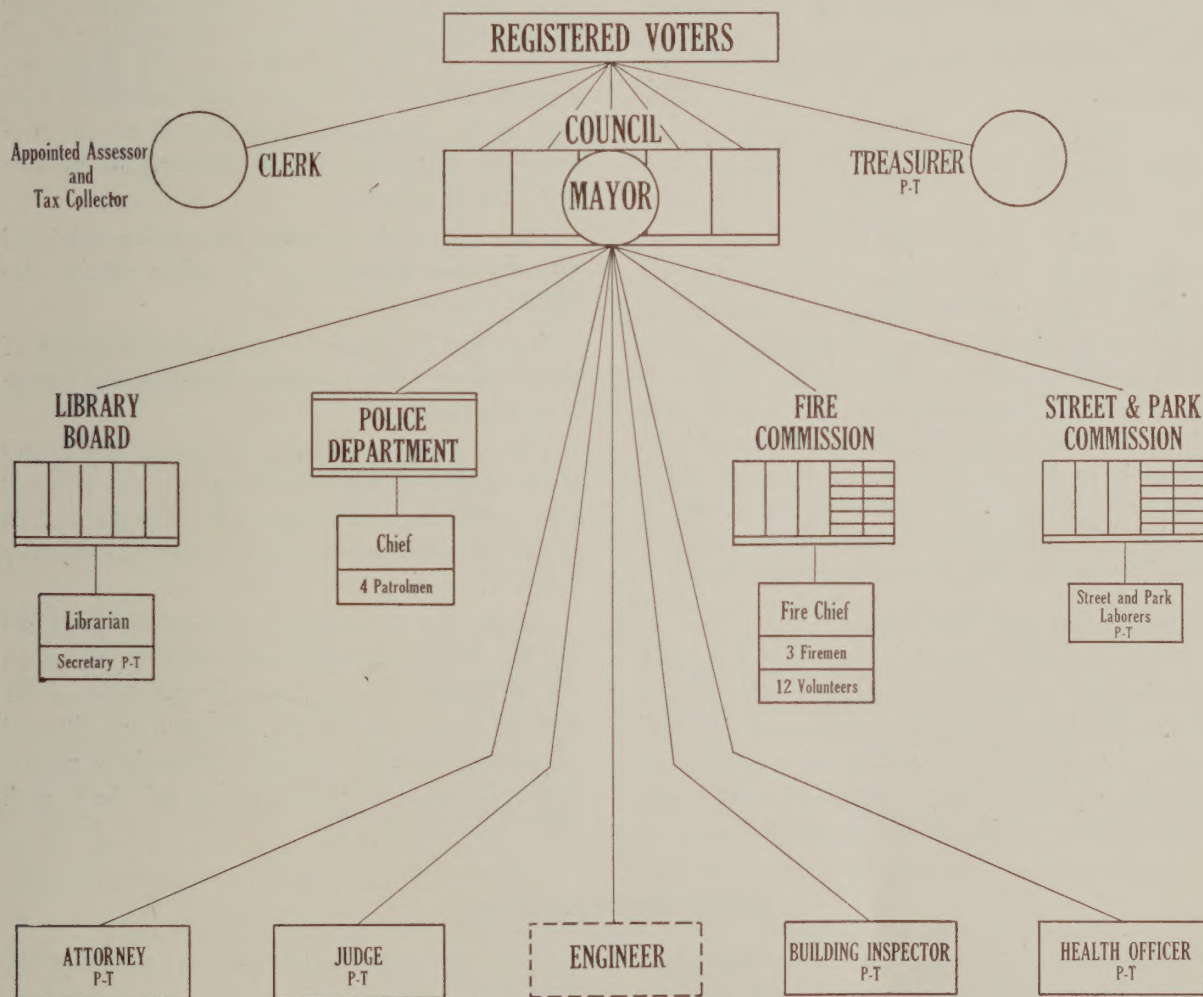
Several street extensions and street widening projects are under consideration, which are expected to be constructed in whole or part by special assessment districts.

City collection of garbage, new fire fighting equipment, and a bond issue for new parks are among the principal improvements in governmental

services which have been discussed or are projected, and which will require additional financing.

The highways leading to the bridge head of the San Mateo-Hayward Bridge, now under construction, will lie wholly within the city limits of San Mateo. To what extent the bridge company will construct these approaches, and to what extent the city, or county, or both, will be obligated to build such approaches, are matters for future determination.

City of South San Francisco



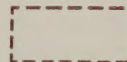
EXPLANATION



Boards and Commissions
Divisions Indicate Number



Boards and Commissions
ex-officio members



County
Official P-T Part-Time

South San Francisco was incorporated as a city of the sixth class in 1894. The city is located on the bayshore, bounded on the north by the foot-

hills of the San Bruno Mountains, on the west by the Peninsula Highway, on the south by San Bruno and on the east by San Francisco Bay. There

has been one annexation of territory since the incorporation, including 1.6 square miles. The total present area is 7.6 square miles, of which 2.5 square miles are water.

The population, according to the United States census in 1920, was 4,411. In 1927 it was 6,536, according to the estimate compiled for this report. For general election purposes during 1926-27, there were eight election precincts and 1,856 registered voters.

Fiscal Data:

The corporate assets of the city are valued at \$169,800.

For 1926-27, the assessed valuations and tax rates were:

Territory	Assessed Valuations	Tax Rates
Original	\$5,230,373	\$1.77
Annexed	99,000	1.70
Total	\$5,329,373	

Revenues for 1926-27 were \$113,244, and expenditures were \$97,709. South San Francisco is fourth among the ten cities of the county in order of municipal expenditures.

The bonded debt outstanding July 1, 1927, was \$169,200. There were \$40,000 of bonds sold subsequently to July 1, 1927, the proceeds of which were to be expended during 1927-28. The ratio of bonded debt to the assessed valuation, for 1927-28, including the \$40,000 issue, was 3.2 per cent.

Organization and Functions:

South San Francisco functions under general State laws for cities of the sixth class. The council of five members carries on a number of administrative functions by committees of members, or commissions headed by a councilman. The councilmen receive salaries of \$180 a year each.

The clerk is a full-time official who also serves as assessor and tax collector. He has a full-time assistant. The treasurer is a part-time official.

The streets and parks commission, composed of two councilmen and three citizens, has direct administration of street and sewer repair work and park maintenance. The chairman of the commission, a councilman, employs day labor as needed.

The fire commission, composed of two councilmen and three citizens, has general administration of the fire department. The fire department has a paid chief, three paid firemen, and 12 volunteer firemen. A bond issue of \$40,000 was voted in July, 1927, for purchasing new fire equipment, erection of a new fire house, and installation of a new alarm system and hydrants. It is also proposed to reorganize the department to provide more full-time service.

Police service is in charge of a police chief and four full-time patrolmen. The police chief is also license collector.

A library board of five members has charge of the city library and appoints a librarian and a part-time secretary.

The city has a civic center composed of a square block of land on which is located the city hall and library buildings. The fire and police, as well as other city departments, have quarters in the city hall.

Among the immediate improvements proposed for the city, in addition to the development of its fire protection service from the proceeds of the \$40,000 bond issue, are the collection and disposal of garbage by the city (now handled by private concerns) and the improvement of three park areas, totalling 28 acres.

Other Incorporations

Two other city incorporations have taken place in San Mateo County, but have not been included among the cities considered in this report.

Belmont incorporated in November, 1926, but suit on the legality of the election was begun shortly afterward which resulted in a Superior Court decision holding the incorporation proceedings invalid.

Menlo Park voted to incorporate as a city of the sixth class in November, 1927, and is now function-

ing. As the incorporation was subsequent to the field work of this report, data in regard to its operation has not been included.

Menlo Park's functions of government closely resemble those of Atherton, which it adjoins on the south. Practically all of its officials serve part-time. The county assessor's valuation of property is used for municipal purposes and tax collections are by the county tax collector. The Menlo Park

fire district continues to supply fire protection. The Menlo Park Sanitary District maintains the sewers

and lighting service is by the Menlo Park Lighting District.

General Fiscal Data

Corporate Assets:

The total value of corporate property of the ten cities of San Mateo County is \$2,137,770, exclusive of the value of streets, sewer systems and municipally-owned lighting systems.

The cities of Burlingame, Daly City, Hillsborough, Redwood City, San Mateo and South San Francisco have modern city halls. San Bruno has a temporary building. Atherton has purchased a

site, but a proposed bond issue for a building was recently defeated by a vote of the people. Lawn-dale has no city hall and no other corporate assets. South San Francisco has the only civic center—a block of land on which the municipal building and library is located.

Estimates of the corporate assets of the cities, compiled by the clerks of the respective cities, as of July 1, 1927, are as follows:

Table No. 19—Corporate Assets—Cities of San Mateo County

	Atherton	Burlingame	Daly City	Hillsborough	Lawndale	Redwood City	San Bruno	San Carlos	San Mateo	South S. F.	Total
General Government (City Halls)		\$ 53,000	\$ 30,000	\$ 42,000	-----	\$ 17,500	\$ 14,000	-----	\$ 84,500	\$ 114,000	\$ 355,000
Police Dept.—Jails		1,800	400	3,000	-----	2,000	5,378	\$ 1,650	-----	1,100	15,328
Fire Stations—Equipm't.		8,000	6,500	38,000	-----	73,500	8,227	16,000	33,300	7,000	190,527
Streets (Corporation Yards and Equipment only)		2,000	-----	-----	-----	3,500	500	-----	33,000	-----	39,000
Sewers (Treatment Plant and Equipment)		-----	-----	-----	-----	-----	-----	-----	16,500	-----	16,500
Libraries		21,000	23,000	-----	-----	25,000	-----	-----	37,500	18,000	124,500
Parks		48,500	8,000	30,000	-----	12,000	-----	-----	195,000	28,000	321,500
Public Utilities (Water)		262,750	250,000	-----	-----	250,000	299,365	-----	-----	-----	1,062,115
Miscellaneous	\$2,500	-----	-----	-----	-----	-----	500	500	8,300	1,500	13,300
Totals	\$2,500	\$397,050	\$317,900	\$113,000	-----	\$383,500	\$327,970	\$18,150	\$408,100	\$169,800	\$2,137,770

Bonded Debt:

The total bonded debt of the cities of San Mateo County outstanding on July 1, 1927, was \$1,369,212. The bonded debt limit for cities of the sixth class is fixed by State law at 15 per cent. None of the cities with bonded debts approach this limit. Atherton, Lawndale and San Carlos have no bonded debt.

Annual payments for interest and redemption

of bonded debt are met by tax levies for that purpose. Burlingame, Daly City, Redwood City and San Bruno levy taxes annually for payments on bonded debt incurred for acquisition of their water systems, no part of which is met from revenues of the utilities. The bonded debt of cities by purposes for which bonds were issued, together with per cent of bonded debt to the 1927-28 assessed valuation of property of each city, is as follows:

Table No. 20—Bonded Debt, Outstanding July 1, 1927—Cities of San Mateo County

	Burlingame	Daly City	Hills-borough	Redwood City	San Bruno	San Mateo	South San Francisco	Totals
Governmental Buildings	\$ 11,000	-----	\$ 48,000*	-----	-----	\$ 60,075	\$ 61,600	..\$ 180,675
Fire Stations—Apparatus	-----	-----	4,500†	\$ 2,000	-----	-----	7,333	13,833
Streets—Bridges	-----	-----	68,500*	276,802	-----	117,275†	-----	462,577
Street Lights	-----	-----	-----	3,160	-----	-----	-----	3,160
Sewers	-----	-----	-----	-----	-----	41,100	100,267	141,367
Libraries	-----	-----	-----	-----	-----	50,000	-----	50,000
Parks	50,000	-----	-----	-----	-----	72,000	-----	122,000
Public Utilities (Water)	105,000	84,000	-----	4,600	202,000	-----	-----	395,600
Total outstanding	\$ 166,000	\$ 84,000	\$ 121,000	\$ 286,562	\$ 202,000	\$ 340,450‡	\$ 169,200	\$1,369,212
Assessed Valuation—1927-28	\$8,324,100	\$2,143,115	\$5,712,200	\$12,413,680	\$2,453,796	\$9,677,555	\$6,479,453	
Per Cent of Debt to Valuation	2.0	3.9	2.1	2.3	8.2	3.5	2.6	

*Includes bonds for fire stations—apparatus.

†Includes bonds for sewers.

‡End of fiscal year, Oct. 31, 1927.

Comparative City Tax Rates:

The independent valuation of property by all but two of the incorporated cities of San Mateo County produces tax rates for each that are not comparable with those of any other city.

If a comparison is to be obtained of the total amount of taxes property owners within incorporated cities must pay annually for all purposes—county, districts and city—it is necessary that a uniform basis of assessed valuations be ascertained

and that tax rates be adjusted to that basis.

As the county's valuation of the property of each city is known, it is possible to determine the ratio of the independent city valuation to the county valuation of the same property and, by multiplying the city tax rate by that ratio, to obtain a comparable city tax rate for all cities.

The comparable city tax rates for 1927-28 of the cities, which fix their own assessed valuations, and of Atherton and Lawndale, which use the county's valuations, are as follows:

Table No. 21—Comparable Tax Rates for Cities 1927-28

City	Assessed Valuations County	City	Ratio	Actual City Tax Rates	Comparable City Tax Rate
Atherton	\$ 2,440,010	\$ 2,440,010	.....	\$ .62	\$.62
Burlingame	5,258,245	8,324,100	1.5836	1.61	2.549
Daly City— Original }	1,126,900	2,143,115	1.9018	{ 1.50 1.25	2.853 2.377
Hillsborough	\$ 5,757,800	\$ 5,712,200	.9921	\$ 1.35	\$ 1.339
Lawndale	335,040	335,040	.....	.50	.50
Redwood City— Original }	3,212,950	12,413,680	3.8636	{ 1.245 1.23 .95	4.81 4.75 3.67
San Bruno	1,156,505	2,453,796	2.1217	\$ 2.80	\$ 5.94
San Carlos	793,045	2,949,555	3.7193	1.10	4.091
San Mateo— Original }	5,210,210	9,943,650	1.908	{ 1.44 1.402 1.185*	2.748 2.676 1.185
So. San Francisco— Original }	\$ 2,472,785	\$ 6,479,452	2.6203	{ 1.60 1.54	\$ 4.192 4.035

*County Valuation used for 1927-28.

Districts within cities, which have been annexed subsequently to the issuance of bonds for certain improvements, are not taxed for redemption and interest payments of those issues and consequently have lower tax rates than the property within the city at the time the bonds were voted.

Comparable Tax Rates for All Purposes:

It is also possible, by adding all county and district tax rates, as they apply to each city, to obtain a total comparable tax rate which property owners

must pay for all city, district and county purposes annually. This has been computed in the following table. The city rates for Atherton and Lawndale are the actual rates fixed on the county's valuation of the property of those cities. The rates in those two cities have also been subdivided to show the rates that would be paid on an individual piece of property that might be located in one of several school districts which divide the cities, and inside or outside of special districts which include incorporated territory.

Table No. 22—Comparable 1927-28 Tax Rates, All Purposes, for Cities of San Mateo County

	Comparable City Rate	County	Elementary School District	High School District	Junior College	Mosquito Abatement District	Comparable Rates	Estimated to Produce
1. San Mateo—original	2.747	2.41	1.454	1.096	.449	.059	8.215	\$426,176
—annexed	2.675	2.41	1.454	1.096	.449	.059	8.143	
—Homestead annex	1.185	2.41	1.454	1.096	.449	.059	6.653	
2. Burlingame	2.549	2.41	1.192	1.096	.449	.059	7.755	\$407,777
3. Redwood City—original	4.809	2.48	1.192	1.111		.076	9.668	\$307,510
—annexed	4.75	2.48	1.192	1.111	.....	.076	9.609	
—So. Redwood annex	3.67	2.48	1.192	1.111	.....	.076	8.529	
4. South San Francisco—original	4.192	2.48	.742	1.195			8.609	\$212,829
—annexed	4.035	2.48	.742	1.195	.....	.....	8.452	
5. Hillsborough	1.339	2.45	.558	1.096	.449	.059	5.951	\$342,647
6. San Bruno	5.941	2.45	1.85	1.096	.449		11.786	\$136,305
7. Daly City—original	2.853	2.48	1.659	1.346			8.338	\$ 93,926
—annexed	2.377	2.48	1.659	1.346	.....	.....	7.862	
8. San Carlos	4.091	2.48	.905	1.111		.076	8.663	\$ 68,700
9. Atherton—in Los Lomitas Sch. Dist. .	.62	2.48	.70	1.111		.076	4.987	★
—in Redw. City Sch. Dist. .	.62	2.48	.90	1.111	.....	.076	5.217*	
—in Menlo Park Sch. Dist. .	.62	2.48	1.192	1.111	.....	.076	5.417*	
							5.727†	
10. Lawndale—in Jefferson Sch. Dist.	.50	2.48	1.659	1.346			5.709*	★
—in So. S. F. Sch. Dist.	.50	2.48	.742	1.195	.....	.....	6.019†	
—in Visitacion Sch. Dist. ...	.50	2.48	1.094	1.346	.....	.....	5.985	
—in San Pedro Sch. Dist. ...	.50	2.48	.123	1.346	.....	.....	6.425†	

2See Table No. 21, page 98.

*with Menlo Park Fire District (.23) added.

†with Menlo Park Fire District (.23) and Menlo Park Sanitary District (.31) added.

‡with Colma Lighting District (.44) added.

★Cannot be determined.

Revenues and Expenditures:

For the fiscal year, 1926-27, the cities of San Mateo County collected revenues totalling \$1,067,001 and expended a total of \$1,086,816, exclusive of special assessments, for the conduct of city government. The excess of expenditures over revenues is accounted for by balances in funds and expenditure of proceeds of bond issues sold in previous fiscal years, and does not represent deficits.

Included in these totals are the revenues (\$232,986) and expenditures (\$203,958) of the water systems owned by Burlingame, Daly City, Redwood City and San Bruno. The water utilities are operated as self-supporting units (except for bonded debt payments) and do not add to the tax burdens and costs of general municipal government.

There is a wide divergence in governmental costs of cities, which is generally in proportion to amount of municipal functions performed by each. Three cities—Atherton, Lawndale and San Carlos—expended less than \$20,000; four other cities—Daly City, Hillsborough, San Bruno and South San Francisco—expended less than \$100,000; and only three cities—Burlingame, Redwood City and

San Mateo—expended more than \$100,000.

The tax costs to property owners, including delinquent payments and redemptions, were \$675,976, or 81 per cent of all revenues of cities exclusive of public utilities.

The per capita tax burdens and per capita expenditures of cities, as shown in the following table, represent the costs for city governmental functions only, and do not include costs for county government, schools and special districts which are paid by taxpayers of each city. For total per capita costs of all San Mateo County governmental units, see table on page 155.

City	Estimated 1927 Pop.	Tax Burdens Total	Per Cap.	1926-27 Costs Total	Per Cap.
Atherton	1,086	\$ 13,948	\$12.84	\$ 18,318	\$16.87
Burlingame	9,580	113,603	11.86	145,229	15.16
Daly City	4,944	37,233	7.53	46,836	9.49
Hillsborough	1,850	54,082	28.23	63,531	34.34
Lawndale	350	2,706	7.73	2,220	6.35
Redwood City	7,530	111,503	14.81	172,329	22.88
San Bruno	2,240	79,985	35.71	67,814	30.28
San Carlos	1,221	21,059	17.24	17,349	14.21
San Mateo	8,558	136,198	15.92	204,555	23.90
So. San Francisco ..	6,536	98,631	15.10	97,709	14.95
All cities.....	43,859	\$668,948	\$15.41	\$835,890	\$19.06

The revenues by classification and expenditures by functions of cities for 1926-27 are shown in the following tables:

Table No. 23—Revenues, 1926-27—Cities of San Mateo County.

	Atherton	Burlingame	Daly City	Hillsborough	Lawndale	Redwood City**	San Bruno	San Carlos	San Mateo	South S. F.	Totals
Taxes	\$13,948	\$113,603	\$37,233	\$54,082	\$2,706	\$111,503	\$ 79,985	\$21,059	\$136,198	\$ 98,631	\$ 668,948
Licenses and Permits.....	1,542	8,360	13,282	305	920	7,735	3,806	2,001	8,597	3,614	50,162
Fines and Penalties.....	5,635	6,737	1,240	*	425	5,200	7,273	860	10,979	6,934	45,283
Franchises									2,314	956	3,270
Departmental Revenues		12,439	68	52		4,465	399		12,240	1,098	30,761
Interest	99	3,614	875	93			1,340	63	1,893	759	8,736
Subventions									134		134
Miscellaneous		1,139	175	1,696		300	75	126	3,582	433	7,526
Public Utilities (Water).....		121,136	35,769			68,285	7,796				232,986
Special Services Rendered.....		3,491	961				9,452		4,473	818	19,195
Totals.....	\$21,224	\$270,519	\$89,603	\$56,228	\$4,151	\$197,488	\$110,126	\$24,109	\$180,410	\$113,243	\$1,067,001

*Court fines (\$450) not remitted to treasurer, expended for street repairs.

**Estimated, except taxes.

Table No. 24—Expenditures, 1926-27—San Mateo County Cities

	Ather- ton	Burlin- game	Daly City	Hills- borough	Lawn- dale	Red- wood City	San Bruno	San Carlos	San Mateo	South San Francisco	Totals
Governmental											
General Government	\$ 1,597	\$ 14,772	\$ 8,502	\$ 7,445	\$ 740	\$ 19,475	\$12,754	\$ 8,151	\$ 28,518	\$13,658	\$ 115,612
Courts—legal offices	1,800	3,993	1,666	1,830	489	3,065	1,653	1,200	3,026	3,045	21,758
Protection to persons and property											
Police, Jails, Traffic.....	7,660	29,701	6,927	11,042	415	21,400	12,642	3,926	22,892	14,914	131,519
Fire		5,279	2,182	9,482	577	13,350	3,219	1,738	15,624	12,525	63,976
Pound		1,171	1,460			600	350||		*	162	3,743
Weed Removal		2,681	961			1,200	2,764	240	2,376	443	10,665
Building Inspection		5,746	†			3,430	10||	†	2,969	896	13,051
Health—Sanitation											
Health Office	259	2,643	310	2,507		†	124	‡	1,295	1,786	8,924
Sewers		*	1,022	1,189		2,200	774	763	3,014	3,125	12,087
Streets, Highways, Bridges											
Construction	1,200	2,163				3,000	772		37,223		44,358
Maintenance	1,836	19,829	747	6,389		11,000	7,710	1,163	6,541	4,848	60,063
Cleaning		5,635	2,741			*	29		7,400	2,224	18,029
Lighting	2,465	19,419	5,354	948		15,700	5,186	168	12,144	5,869	67,253
Libraries		7,814	2,047			4,500	165		10,871	3,048	28,445
Recreation, Parks		7,512	165	500		4,950	1,038		11,157	9,644	34,966
Miscellaneous	1,501	5,111	4,672	1,337	8	35,648	2,524		12,213		63,014
Bonded Debt Payments.....		11,760	8,080	20,862		32,811	16,100		27,292	21,522	138,427
Total—Governmental.....	\$18,318	\$145,229	\$46,836	\$63,531	\$2,220	\$172,329	\$67,814	\$17,349	\$204,555	\$97,709	\$ 835,890
Non-Governmental											
Public Utilities (water)		105,864	35,580			45,200	17,313				203,958
From Bond Issues				30,044					16,924		46,968
Total—All Expenditures.....	\$18,318	\$251,093	\$82,416	\$93,575	\$2,220	\$217,529	\$85,127	\$17,349	\$221,479	\$97,709	\$1,086,816

*Included in Street Maintenance.

†Fees retained by Inspector.

‡Included in General Government.

||Does not include fees retained.

¶Included in Building Inspection.

Functions of Cities of San Mateo County

The organization, fiscal data and special problems of each of the ten cities of San Mateo county have been discussed in the foregoing. The governmental functions and problems, common to all cities of the county, will be discussed in the following sections of this chapter.

Elections

Registration and elections have been previously discussed for all units in San Mateo County.

Each city conducts its own regular and special elections. The registration of voters, however, is conducted by the county clerk, who certifies a list of registered voters to the city for each municipal election.

For the calendar years, 1926 and 1927, the

period of the last great register of voters and during which each city had one regular municipal election, the ten cities held 26 regular and special elections. Eight of these were for annexation of territory and were participated in only by the voters of the territory sought to be annexed. The costs of regular elections in nine cities in 1926 and in San Mateo City in 1927, totalled approximately \$3,300. Eleven special elections held during the fiscal year 1926-27 cost \$2,534.

Assessments and Collections

Assessment Methods:

Although the county assesses all property of cities for county and school district taxing pur-

poses, eight of the incorporated cities separately assess the property within each of the cities for municipal tax fixing purposes. Two cities, Atherton and Lawndale, accept the county valuations for municipal tax purposes.

There is no relation between the county and city valuations of property within any of the eight cities, except that for 1927-28 the San Carlos assessor multiplied the county valuations of the property of San Carlos two and one-half times and then made modifications according to his own method of equalization. The general purpose of independent city valuations is to obtain a higher valuation of property for tax purposes in order that tax rates for general municipal purposes may be kept within the \$1 tax limit fixed by State law. Hillsborough, however, has a total city valuation slightly lower than the county valuation of the same property.

The city clerks of all the cities act as city assessors except in San Carlos, where the tax collector-health officer adds assessing to his other municipal duties. The costs of assessing for 1926-27 as prorated among the other duties of the city assessors in proportion to the time estimated to have been spent on the assessing function are as follows:

Burlingame	\$2,300
Daly City	600
Hillsborough	200
Redwood City	985
San Bruno	2,497
San Carlos	400
San Mateo	750
South San Francisco.....	252
Total.....	\$7,984

Assessment costs in San Mateo and Redwood City have been reduced by use of the scientific appraisal of city property. All of the costs are incomplete inasmuch as office supplies and printing could not be segregated from available records.

Tax Collection Procedure:

Independent assessed valuation practices also necessitate billing and collecting of city taxes separate from county and district taxes. The property owner within limits of incorporated cities in San Mateo County receives two tax bills each year, payable at the same time but at different places. Usually assessments for special improvement districts within cities are billed with city taxes and are collectable at the same time.

The State law relative to government of cities of the sixth class specifies that the city's chief of police shall be ex-officio tax collector. In no city in

San Mateo County does the police chief collect taxes. The City Council of each city has designated either the city clerk, city treasurer or city assessor as deputy tax collector in fact. Chiefs of police sometime retain the duties of collecting license taxes as in San Bruno and Hillsborough, or police departments assist in checking payment of licenses as in San Mateo, Burlingame, San Carlos and Redwood City.

Except in Hillsborough, the city official designated as deputy tax collector is a full-time official and part of his duties is the making out of tax rolls, billing taxes and receiving payments. In San Mateo, Burlingame, Redwood City and South San Francisco the official has one full-time clerk, who types the tax bills and assists with collection. The number of tax bills sent out for 1927-28, and the approximate cost of tax collecting, based on prorating the expense of the office as to time spent billing and collecting taxes, are as follows:

City	Tax Bills Sent	Costs of Collection 1926-27
Burlingame.....	5,036	\$ 2,450
Daly City.....	3,000	1,620
Hillsborough.....	300	200
Redwood City.....	6,000	4,500
San Bruno.....	4,500	2,470
San Carlos.....	1,500	600
San Mateo.....	4,800	2,760
So. San Francisco.....	2,050	4,157
Total.....	27,186	\$18,757

Separate county and city assessed valuation and tax collecting procedure is a duplication of functions that unnecessarily increases cost of government and is an inconvenience to taxpayers. It is a condition created by the failure of the State to harmonize general laws governing counties and cities, and a product of the complex system of government that exists in San Mateo County.

Budget Procedure

Reference has been made to the lack of budget procedure as affecting San Mateo County functions and the various school and special districts. Somewhat the same deficiencies are to be noted in the budget procedure of the cities of the county.

Annual budgets of all cities are used in the same manner as the present county and district budgets, previously referred to. They are compiled simply as a basis for determining tax rates, are not complete as to supporting data of current and previous years' expenditures, and do not bind the city

councils in making appropriations, once the tax rates are fixed.

The city of San Mateo, while its charter does not compel an appropriation budget, has one for all practical purposes. Budget estimates are submitted to the Council by the city manager in a report which includes expenditures of the previous year, estimated revenues from all sources, and information as to changes in estimates as compared with the current year expenditures. After adoption of the budget and tax rates by the City Council, the budget is not binding as to appropriations specified therein, but accounts kept by the City Manager show appropriations made against each budget item and the council supports a policy of keeping within budget limits as far as practical. The annual report of the City Manager shows the balances or deficits in each budgeted fund.

The adoption and use of proper budget and appropriation procedure, under which departments must keep expenses within budgeted allowances, is a necessary step in improving governmental effectiveness. The adoption of a budget of estimated revenues and all proposed appropriations, after the public has had a chance to appear and be heard in regard to the items it contains, is a sound method of obtaining public interest in public business, and the control of expenditures by budgeted appropriations is a sound method of increasing public confidence in a city's financial operations.

The lack of such procedure is one of the contributing causes of ineffective city administration—the failure of municipalities to obtain the maximum services for tax dollars spent, and a failure to render needed services to the public.

Purchasing Procedure

Purchases of supplies for cities are usually made direct by members of the city council or by department heads on authorization of the council. Small purchases are sometimes made by officials without formal authorization, the claims being presented to the council for payment. Centralized purchasing is carried on to some extent by three cities—San Mateo, Burlingame and Redwood City.

The city manager of San Mateo is ex-officio purchasing agent, and purchases for all city departments except the library. City ordinances require that all purchases of more than \$300 be made after competitive bids have been called for. No standard specifications have been established because of the

small number of large purchases. The city council meets weekly and it is possible for the city manager to have claims approved quickly enough to take advantage of the usual cash discounts for small purchases. Office supplies are purchased on a yearly basis and distributed to departments.

The city treasurer of Burlingame acts as purchasing agent along practically the same lines as in San Mateo. He also makes purchases for the city's water department and places all of the city's insurance.

Redwood City initiated centralized purchasing during 1927-28, the city treasurer having been designated as purchasing agent for all departments except the library.

The chief of police of Hillsborough has acted as town purchasing agent. Under the new town manager organization, it is planned that all purchasing will be under control of the manager.

The lack of centralized purchasing in other cities is probably due to the small amount of annual purchases made and the lack of a thorough-going budget system of estimated expenditures, with which centralized purchasing is nearly always associated. The lack of budget procedure, which would anticipate the amounts of supplies needed annually, also has its effect in preventing neighboring cities from buying in quantities for their combined needs, an economy which could be practised in San Mateo County cities.

Street Lighting

Street and highway lighting is a public function carried on twelve lighting districts in San Mateo county, which have been outlined hereinbefore; and by nine of the incorporated cities. Lawndale is in a lighting district which also includes unincorporated territory.

The Pacific Gas & Electric Company supplies lighting service to all the incorporated cities on yearly or three-year contracts. The company also installed, owns and maintains the lighting systems in seven cities, with the exception of electroliner systems in the business districts of South San Francisco and San Carlos, which were installed out of the funds raised by special assessment districts and are city property.

San Mateo and Redwood City own their own systems. The San Mateo system is financed by special assessment districts. Maintenance is from general funds but to date the cost has been nominal. The system in Redwood City was originally

financed by bond issue. New installations and maintenance are met from annual tax funds. The police chief receives \$50 a month for supervising the maintenance of the system.

The relative economy of city-owned or company-owned lighting systems has not been studied, but the statement has been made by the city manager of San Mateo that the rates paid by San Mateo, with its city-owned system, show a saving to taxpayers over rates which would have been paid if the system was owned by the company, interest on the capital outlay and maintenance cost considered.

The number of street lights as of July 1, 1927, the average cost per light a month based on the June, 1927, lighting bills, and the total costs for 1926-27 of all city lighting systems are as follows:

City	No. of lights July 1, 1927	Av. cost per light a month	Costs 1926-27
Atherton	110	\$1.87	\$ 2,465
Burlingame	478	4.30	19,419
Daly City	234	1.93	5,354
Hillsborough	44	2.30	948
Redwood City	255	1.23	**15,700
San Bruno	204	2.13	5,186
San Carlos	81	.....	**168
San Mateo	487	1.86	12,144
South San Francisco.....	282	2.00	5,869
Total	2,175		\$67,253

**Includes some maintenance costs

City Street Work

The construction and maintenance of city streets are important functions of San Mateo County cities. These are independent of the county and State highway systems which connect all of the incorporated cities, and which have been discussed in Chapter III.

New-Construction Policy:

It is the universal policy of all cities in the county that original street improvement work, which usually includes grading, paving, curbs, gutters and sidewalks and sometimes sewer laterals and street lights, shall be financed by private contract or through special assessment districts.

Expenditures for new construction financed by special assessments are not kept as matters of official city records. No total of street work contracts awarded are available, except for San Mateo City, where these amounted to \$28,018 for 1926-27. Hillsborough expended \$1,406 from bond funds for street work adjacent to a new fire house.

In the past, however, Hillsborough and Red-

wood City have constructed streets from tax funds or bond issues, and it is only within the last year that the councils of the two cities have announced a change in policy. San Mateo City has issued bonds for some new streets and bridge construction work and, until the present fiscal year, has expended bond and tax funds for payment of costs of intersections, where street assessment improvements were being made. Lawndale has expended no tax or bond funds for street construction.

There are no uniform standards for street improvements among the cities of the county. Many of the newly incorporated cities have accepted streets as improved at the time of incorporation. In the older established cities, much of the paving was laid before the present heavy traffic on streets was anticipated and such pavements are proving too light for present needs. This is particularly true of San Mateo City, which has adopted a comprehensive plan of annual street re-construction; and of Burlingame, where extensive re-construction will be necessary within a few years.

Recent improvement work by cities or special assessment districts have a certain measure of uniformity by reason of the fact that the county surveyor acts as city engineer for all cities except Burlingame, San Mateo and Redwood City, and also, that plans and specifications for special assessment districts must be prepared and approved by his office.

The county surveyor is not the final authority, however, in determining the standards of improvement work that passes through his hands; the character of a particular improvement is often specified by the property owners in the proposed assessment districts.

An engineering analysis has not been made of types of street work or minimum standards required. The conditions that exist, however, show the necessity for the establishment of standard minimum specifications for each city, or for all cities. A minimum standard is needed for improvement of subdivision streets in unincorporated territory, in order that the streets shall be properly built to care for future needs, and that cities shall not be faced with undue reconstruction programs in the future. The rapidly growing urban character of some sections of the county, the desire for street improvements both inside and outside of present city limits, and the policy of cities to annex contiguous territory as fast

as it becomes developed are obvious reasons for the necessity of well-planned and well-constructed street improvements according to standard requirements.

Maintenance Taxes:

Incorporated cities do not pay the 50c. tax levied annually by the county for general road maintenance and, as an offset, the county does not maintain highways within incorporated city areas with the exception of a few connecting strips. Two cities during 1926-27 continued to levy the 50c. tax on the county's assessed valuation of property as a city tax and the tax revenues from this rate constituted practically all of the general funds for conducting the municipal operations of these cities. If the 50c. road tax of the County represents the actual needs of the County for road maintenance and if the proceeds of such tax are spent on roads in approximate proportion to the assessed valuation of adjoining property, the cities which do not pay such a tax, or which expend its equivalent for general city purposes, are not receiving road maintenance benefits in proportion to unincorporated territory. If such maintenance funds are necessary annually, such cities will face excessive road maintenance or replacement costs in the near future.

Maintenance Organization:

The extent of maintenance work on city streets varies widely among the cities due to the dissimilarity of their problems. The organization of street departments to perform maintenance work is comparatively simple. The usual method is for street work to be done by day labor under the direction of a superintendent of streets, who may be a full-time employee or may combine the office with other duties. Street work in Lawndale is under direction of the city council. In South San Francisco and San Carlos the work is under the supervision of a councilman, designated as commissioner of streets. In Atherton, the county surveyor acts as superintendent of streets. In Redwood City, San Bruno, Hillsborough and Daly City, the superintendent has other municipal duties. The city manager of San Mateo is also superintendent of streets. Burlingame has the only full-time superintendent of streets. In all cities except Atherton, San Carlos and Lawndale, the superintendent of streets also supervises sewer maintenance work, and the same working force for street work also performs sewer maintenance work.

In a majority of cities, the street superintendent also supervises street cleaning with the exception of South San Francisco, where street cleaning is performed by contract; and Atherton, where there is one part-time employee. San Carlos and Lawndale have no street cleaning functions, although San Carlos will do some work in 1927-28 under direction of the councilman designated as commissioner of streets.

Costs:

Insufficiency of records has made it impossible to obtain an accurate comparison of expenditures made from general funds for street construction and maintenance. The expenditures from general funds probably include all repair work and a certain amount of reconstruction and minor new construction work. Of \$43,764 spent by San Mateo City in 1926-27 on streets, \$37,223 is termed capital outlays and was spent principally for reconstructing streets.

The costs of street services for 1926-27 by cities are as follows:

City	Construction and Equipment	Repairs & Maintenance	Street Cleaning	Total
Atherton	\$ 1,200	\$ 1,836		\$ 3,036
Burlingame	2,163	19,829	\$ 5,635	27,627
Daly City		747	2,741	3,488
Hillsborough		6,389		6,389
Lawndale				
Redwood City*	3,000*	8,000*	3,000*	14,000*
San Bruno	772	7,710	29	8,511
San Carlos		1,163		1,163
San Mateo	37,223	6,541	7,400	51,164
So. San Francisco		4,848	2,224	7,072
Total	\$44,358	\$57,063	\$21,029	\$122,450

* Estimated

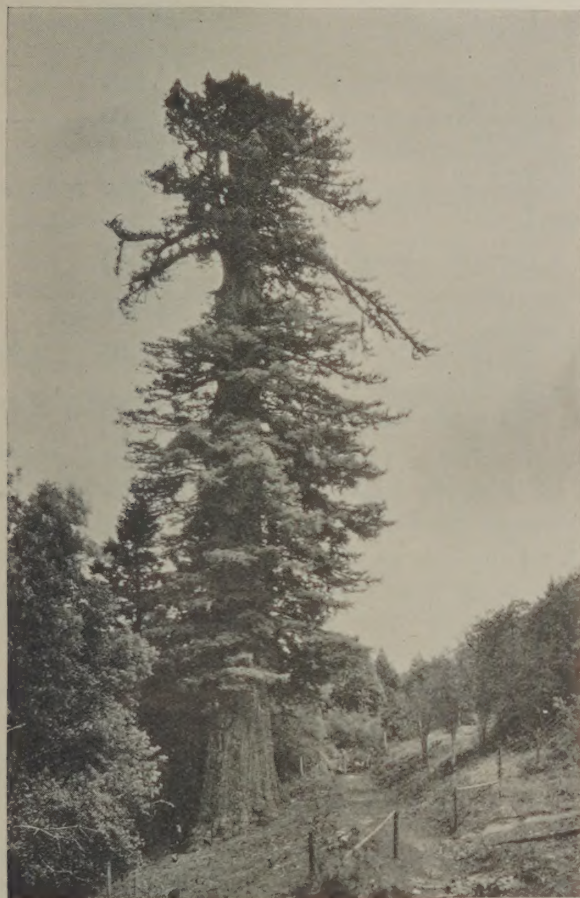
The expenditures show that the larger amounts have been spent by the larger and older cities and it is probable that the greater part of the expense was due to the necessity of re-building worn-out streets. It is safe to say that the other cities will face similar problems in the near future as streets prove inadequate for traffic needs and original improvements, not built to certain standards, break down.

Zoning

All cities except Lawndale have zoning ordinances and enforce regulations as to location and types of buildings. In Atherton, Daly City and Hillsborough the city council passes on applications for zoning law changes. In San Mateo, Burlingame, Redwood City, South San Francisco, San Bruno and San Carlos there are city planning commissions, composed of citizens who serve without pay, to whom all applications for zoning law changes are referred for recommendation. In Burl-

ingame, changes approved by the council must be submitted to the electorate for adoption.

Zoning is one of the governmental services which has played a part in the organization of cities in



Courtesy of the San Mateo County Chamber of Commerce

OLDEST LIVING THING IN SAN MATEO COUNTY GIANT REDWOOD NEAR SKYLINE BOULEVARD

San Mateo County. The particular characteristics of some of the communities has prompted the desire to maintain standards of residential and business development by local enforcement of rigid zoning laws. This was the principal objective of incorporation in Atherton. The action of Burlingame in adopting a zoning law upon initiative petition, which can be amended only by vote of the people, was an expression of public opinion in favor of a zoning law procedure that would depend on direct public support.

Building Inspection

Closely allied to the enforcement of zoning ordinances of cities is the enforcement of building

codes. There are no building regulations of any kind in any part of the county outside of cities, except general provisions against menaces to health. Each of the cities has its own building code and separately enforces its provisions.

The control of building inspectional activities of cities may be considered under three headings: (1) building codes, (2) checking of plans and issuance of permits and (3) field inspection of work.

Although cities have building codes, there is little uniformity among them and rigid examinations of plans and inspection of work is not always provided for. Lawndale simply provides against unsafe and unsanitary buildings, and places enforcement in the hands of the police chief. The city has no inspectional service and charges no fee for building permits.

Plans and Permits:

The scale of fees charged for building, plumbing or electrical permits varies among the cities, although several of the larger communities have a somewhat uniform scale. The police-fire chief of Hillsborough is also building inspector. Plumbing and electrical inspectors are employed on a fee basis. Fees for inspectional service in San Carlos are collected by the inspector as his remuneration and are not accounted for to the city. Atherton authorizes a private firm to make all inspections and to retain all fees as its compensation for inspectional service. Electrical inspection fees in Daly City are retained by the inspector as are plumbing inspection fees in San Bruno.

The issuance of permits and collection of fees is a function of the city clerk of a majority of cities. Burlingame is the only city with a separate building inspection department which controls all inspectional work. A full-time clerk is employed to issue permits and collect fees.

No study has been made of the variation in the extent to which cities check plans before permits are issued, but organization procedure indicates that there is little or no such examination, with the possible exception of Burlingame and San Mateo.

Inspection:

Inspectional services are carried out by full-time and part-time employees and by employees with other municipal duties. All building inspectional services are performed by one person in San Mateo, Redwood City, San Carlos, Daly City and South San Francisco respectively. San Mateo pays

an inspector \$2,700 a year for these services only. The Redwood City inspector is a full-time employee, and is also city health officer. The inspectors of San Carlos, Daly City and South San Francisco are part-time employees. The San Carlos inspector retains all fees as a remuneration, and the Daly City inspector retains electrical fees only. The South San Francisco inspector receives \$1,500 a year. Burlingame has a full-time building and electrical inspector. A plumbing inspector is employed part-time. San Bruno is the only city with inspectors for each type of service. The building inspector is also superintendent of streets and deputy police chief. A member of the council with electrical experience, makes all electrical inspections, and a plumbing inspector who retains fees for his services, is employed part-time.

The purpose of maintaining a building inspection service is to protect the public from the dangers of unsafe construction. There is no assurance that all buildings to be erected have been planned by competent architects and engineers in conformance with the building code of a city, nor is there assurance that if so planned such plans will be carried out by the builders. The public is entitled to the fullest possible protection and a city is obligated to provide adequate inspection service in order that the building code may be literally enforced.

The varying types of building codes and the limited extent of inspection of plans would indicate that San Mateo County cities do not receive uniform protection against unsafe construction.

The conditions which exist, wherein a number of cities have one inspector for all types of inspectional services, are evidence that all inspectional work cannot be performed with the same degree of competency, and it is also evident that there can be little checking of plans by competent experts. The practice of several cities of employing part-time employees for certain types of inspections leads to the conclusion that these inspectors, in business locally, may have occasion to pass on their own work, a policy which is open to criticism.

Fees and Costs:

The accompanying table, showing fees collected by cities and costs for 1926-27, indicates that fees charged are in excess of the direct cost of inspectional work performed.

The organization, fees and costs of building in-

spectional service of San Mateo County cities for 1926-27 were as follows:

Building Inspection Costs

Organization	Fees Collected	Costs
Burlingame		
1 Bldg.-Elec. Inspector (f.t.)	\$ 8,626	\$ 5,747
1 Plumbing Inspector (p.t.)		
1 Clerk (f.t.)		
Daly City		
1 Bldg.-Plumb.-Elec. Inspector (p.t.)	3,187	
Hillsborough		
1 Bldg. Inspector (p.t.)	52	
1 Plumbing Inspector (p.t.)		
1 Electrical Inspector (p.t.)		
Redwood City		
1 Bldg. Plumbing & Elec. Inspector (f.t.) also health officer)	3,948	3,430
San Bruno		
1 Bldg. Inspector (p.t.)	399	10
1 Plumbing Inspector (p.t.)	retained	
1 Electric. Inspector (p.t.)	retained	
San Carlos		
1 Bldg. Plumb. & Elec. Inspector	retained	
San Mateo		
1 Bldg. Plumbing, Elec. Inspector (\$2,700 year f.t.)	5,336	2,969
So. San Francisco		
1 Bldg. Plumbing, Elec. Inspector (\$125 month p.t.)	1,098	895
Total	\$22,646	\$13,051

If adequate building inspection service is to be rendered by San Mateo County cities, there is a need for a more complete inspectional organization in nearly all cities. The practice of permitting inspectors or other employees to retain fees collected as compensation for their services is archaic, is fraught with the possibilities of abuse, and puts the service largely beyond the control of the city government.

City Police Functions

The organization of city police departments for protection to persons and property within the incorporated areas of each city, is in addition to and independent of the county police powers of the county sheriff, the township jurisdiction of constables, and the State highway jurisdiction of the State traffic officers.

City police departments are organized with a larger full-time employed personnel than probably any other activity of municipal government in the county. Only one city, Lawndale, has part-time service.

San Mateo City has established an identification bureau in connection with its police department with one officer in charge of Bertillon identification records. During 1927-28 a Bertillon identification outfit was to be purchased with necessary paraphernalia. The city has 13 call boxes and provides night patrol by automobile with two officers.

Burlingame was to add one patrolman to its staff during 1927-28. Daly City has two police chiefs.

One serves for day duty and one for night duty. Both are paid the same salary and have equal authority. San Carlos receives assistance from the sheriff's office for special duties. The police chief responds to all fire calls and acts as fire chief, receiving \$2.50 for each call as a volunteer fireman in addition to his police salary.

Each city uses its regular police force for traffic control at school crossings and on main highways within city limits. San Mateo and Redwood City are the only cities having motorcycle patrolmen assigned to traffic duty only. San Mateo added

another motorcycle patrolman during 1927-28. Burlingame has two motorcycle traffic police who do general patrol duty in addition to traffic work. Burlingame uses four extra police for State highway crossings on Sunday and two relief police during vacation season on Sunday for traffic duty. Extra police are paid \$6 per day. Such traffic control on state highways is in addition to and independent of the functions of state traffic officers.

The organization of the police departments at the beginning of the fiscal year, 1927-28, was as follows:

Table No. 25—Organization of City Police Departments

City	Personnel	Salaries (per month)	Motor Equipment	Other Duties
Atherton.....	1 chief 3 patrolmen	\$200 each		Chief serves without compensation; one patrolman also poundmaster.
Burlingame.....	1 chief 10 patrolmen 2 patrolmen	\$330 \$175 each (part-time)	2 automobiles 2 motorcycles	
Daly City.....	1 day chief 1 night chief 2 patrolmen	\$175 \$175 \$135 each	1 automobile	
Hillsborough.....	1 chief 5 patrolmen	\$200 \$150 each	1 automobile	Chief is also fire chief, building inspector and health officer. Salary for all services.
Lawndale.....	1 chief	\$25		Part-time chief assisted by 7 unpaid deputies.
Redwood City.....	1 chief 5 patrolmen 1 traffic officer	\$175 \$175 each \$175	2 automobiles 1 motorcycle	Chief also in charge of street lighting, paid \$50 month extra.
San Bruno.....	1 chief 1 deputy chief 3 patrolmen	\$187.50 \$200 \$150	1 automobile 1 motorcycle	Deputy also Superintendent of Streets, Building Inspector, Poundmaster. Salary for all services.
San Carlos.....	1 chief	\$175	1 automobile	Also fire chief and License Collector.
San Mateo.....	1 chief 1 traffic officer 8 patrolmen	\$250 \$185 \$175 each	2 automobiles 2 motorcycles	
South San Francisco.....	1 chief 5 patrolmen	\$200 \$175 each	1 automobile	One patrolman paid 1/2 by City and 1/2 by School District as truant officer.

Jails:

City jails are used principally for over-night detention. When prisoners are sentenced to jail for city offenses, they are usually taken to the county jail. The State law provides that the county shall supply jail facilities for sixth class cities.

The cities with their own jail facilities, and the costs of jail upkeep for 1926-27, are as follows:

	Jail Capacity (cells)	1926-27 Costs
Burlingame	4	\$ 62
Daly City	3	-----
Hillsborough	2	-----
San Bruno	2	150 (est.)
San Mateo	10	100 (est.)
South San Francisco.....	3	372
Totals.....	24	\$684

Jail costs are nominal, because of the little use made of them for prisoners under sentence. San

Bruno is the only city with a jail building. Others are housed in city halls.

Redwood City, San Carlos and Atherton send all prisoners direct to the county jail and pay costs to the county. Lawndale sends its prisoners to the Daly City jail or the county jail.

Police Costs:

The costs of city police departments, including jails, for 1926-27 were as follows:

Cities	Operative	Capital	Totals
Atherton	\$ 7,660	-----	\$ 7,660
Burlingame	28,129	1,571	29,700
Daly City	6,072	855	6,927
Hillsborough	8,441	2,600	11,041
Lawndale	415	-----	415
Redwood City	20,560	840	21,400
San Bruno	11,471	1,171	12,642
San Carlos	2,284	1,642	3,926
San Mateo	21,460	1,432	22,892
South San Francisco.....	14,198	716	14,914
Totals.....	\$120,690	\$ 10,827	\$131,517

City Courts

The jurisdictions of the county Superior Court and the township justices' courts, as these affect incorporated cities, have been previously discussed under San Mateo County court functions. In addition every city has a city court for the enforcement of general State laws and special city ordinances. The limits of the jurisdiction of a city court are the corporate limits of the city. The jurisdiction of the justices' courts and the city courts overlaps in the enforcement of State laws within incorporated areas. The city court has no jurisdiction over small claims action and civil matters usually under the jurisdiction of the justices' court.

Each city has a city judge (part time basis) appointed by the council. In two cities, Redwood City and San Carlos, the position of city attorney and city judge are combined under one official who acts in a joint capacity for both cities. Burlingame is the only city in which the city judge is paid exclusively by fees, at the rate of \$3 a case. The city clerk of Atherton is also city judge. Revenues received by cities in 1926-27 from court fines totalled \$42,567. The costs of court services totalled \$7,436.

City Attorneys

As previously stated, the district attorney serves as legal adviser for the county and school and other districts. The city council of each incorporated city appoints an attorney to serve as the city's legal adviser and to represent the city in all legal matters. All are paid salaries for part-time service. Several cities pay office and other expenses in addition to salaries. San Bruno employs an attorney who is not a resident of the city. San Carlos employs the city attorney of Redwood City, who also acts as city judge for both cities. The costs for such legal services of cities for 1926-27 were:

Atherton	\$ 1,200
Burlingame	2,556
Daly City	900
Hillsborough	1,530
Lawndale	300
Redwood City	2,165
San Bruno	1,115
San Carlos	900
San Mateo	1,768
South San Francisco	2,100
Total.....	\$14,534

Fire Protection Functions

Two types of fire protection service are provided in San Mateo County—by special districts, previously described, organized under State law for unincorporated area, and also by organized departments within incorporated cities.

Seven incorporated cities in San Mateo County have fire departments of volunteer organizations or skeleton organizations of paid firemen supplemented by volunteer firemen. Among the larger cities there is a tendency toward the organization of departments with full-time paid crew and paid firemen available for service at all hours. Practically all the incorporated area of Atherton is within the Menlo Park Fire District, and it therefore has no city fire department. Lawndale pays an annual fee for the service of Colma's private fire-fighting organization. San Mateo, Redwood City and South San Francisco employ full-time paid chiefs and a skeleton organization of full-time paid firemen. In other cities, department chiefs are either volunteers or act as chiefs in addition to other city duties. All cities, except Hillsborough, have volunteer firemen, who are paid for fire alarms responded to.

All cities maintaining fire departments have motorized equipment of various types and fire-fighting capacity. Cities employ a general alarm system with a siren centrally located to sound alarms, call volunteers and designate the district in which the fires are located. Each city has a central station where fire calls are received. In Burlingame, San Mateo and San Carlos fire calls are by telephone. Other cities have district fire alarm box systems.

In June, 1927, Burlingame voted an \$85,000 bond issue for purchase of property for the erection of a central fire house and purchase of additional motorized equipment. A new fire alarm system will also be installed. The Burlingame fire department was to be organized during 1927-28 to include a full-time paid chief and two full-time paid firemen.

South San Francisco voted a \$40,000 special improvement bond issue in July, 1927, for the installation of 130 fire hydrants, extension of fire-alarm system, the erection of a fire house and purchase of new motorized equipment. The South San Francisco department is also to be re-organized.

Redwood City is planning to purchase additional equipment and erect a fire house in a residential

section. San Mateo is adding to its motor equipment to replace obsolete apparatus. San Carlos recently purchased motor-driven equipment. Fire equipment in various cities is either housed in city halls or special buildings for that purpose. Burlingame is the only city renting a building to house fire department. A city-owned station, however, will be provided for under the recent bond issue. The estimated value of fire-fighting equipment in the eight cities is \$220,348. These cities have fire houses valued at approximately \$100,000 exclusive of city hall buildings, where fire equipment is housed.

Recent steps by various cities to improve their departments both from the standpoint of organization and equipment available have been responsible for material decreases in insurance rates. This condition has been particularly noticeable in South San Francisco, Burlingame and San Carlos. No city as yet has made provisions for competent inspection of buildings, theaters and public halls, for fire prevention purposes.

The following table shows the organization, value of property and 1926-27 costs of city fire department:

Table No. 26—Fire Protection Organization, Property and Costs

	Personnel		Value of Property			1926-27 Costs		
	Paid Firemen	Volunteers	Buildings	Equipment	Total	Operative	Capital Outlays	Total
Burlingame.....	*	15	\$	\$ 8,500	\$ 8,500	\$ 4,877	\$ 401	\$ 5,278
Daly City.....	*	98	4,000	2,500	6,500	1,092	1,090	2,182
Hillsborough.....	**	4	24,000	20,000	44,000	9,481	28,638	38,119
Lawndale.....						150	427	577
Redwood City.....	3	51	38,500	35,000	73,500	12,140	1,210	13,350
San Bruno.....		51	1,998	5,050	7,048	1,297	1,922	3,219
San Carlos.....	**	20	8,500	9,750	18,250	1,737		1,737
San Mateo.....	4	20	13,300	20,000	33,300	14,062	1,562	15,624
South San Francisco.....	4	12	9,500	19,750	29,250	11,324	1,201	12,525
Total of Cities.....	11	271	\$99,798	\$120,550	\$220,348	\$ 56,160	\$ 36,451	\$92,611

Total all units

* Water Superintendent serves as fire chief

** Police chief serves as fire chief

City Sewer Systems

Sewage disposal is a governmental function of the sanitary districts and incorporated cities of the county. The operation of the five sanitary districts of the county has been discussed hereinbefore.

Eight cities of the county have storm and sanitary sewer systems maintained as a municipal service. A large part of Atherton is within the Menlo Park sanitary district. Lawndale has no city sewer system; all sewage is disposed of by private methods.

The cities with sewage systems, and costs for 1926-27 are as follows:

City	Operative	Capital and Special	Total
Burlingame	\$ 2,500 (est.)	.....	\$ 2,500
Daly City	1,022	.....	1,022
Hillsborough	1,189	.....	1,189
Redwood City	2,100	\$ 100	2,200
San Bruno	358	416	774
San Carlos	107	656	763
San Mateo	2,839	175	3,014
So. San Francisco.....	3,125	.....	3,125
Total.....	\$13,240	\$1,347	\$14,587

The usual type of sewer department organization is a combination with the street department under the superintendent of streets, who may be a full-time employee performing other duties for the city. This combination is utilized by San Mateo, Burlingame, Redwood City, Hillsborough, San Bruno and Daly City. In South San Francisco, maintenance of sewers is under the direct supervision of a committee on streets and sewers, headed by a councilman; maintenance work is done by day labor. In San Carlos, the building inspector is also sanitary inspector and is authorized by the council to make sewer repairs by employment of day labor.

Original Construction:

City sewer systems have been constructed by (1) bond issues; (2) special assessment districts, and (3) private contract.

In view of the fact that street and sewer improvements are so closely linked in many cities, it is difficult to determine the amount of bond and assessment funds expended for sewer construction. San Mateo and South San Francisco have issued

bonds for original sewer construction. San Mateo has one sewer bond issue, one combined sewer and water bond issue, and a bond issue combining streets, sewers and bridges. South San Francisco has had three issues of sewer bonds.

Bond issue funds in both cities have been expended principally for main and outfall sewers. San Mateo also has constructed a small sewage treatment plant, valued at \$10,000. Most of the laterals have been constructed by private contract or have been included in local street improvement assessment districts. In some of the new subdivisions and recently annexed territory, sewer systems have been constructed by subdividers; these connect with the city's main outfall sewers.

The sewer systems of Burlingame, Redwood City, San Bruno and Daly City have been developed in their entirety by assessment districts or by private contract. Hillsborough's system has been largely constructed by private contract and, by agreement, is connected with outfalls of Burlingame and San Mateo. A new trunk sewer proposed for North Burlingame, estimated to cost \$40,000, is to be financed by an assessment district which will include part of Hillsborough. A proposal before the Hillsborough town council contemplates another sewer assessment district to connect with a sewer outfall through San Mateo and to include a sewage treatment plant, the cost to be shared by the two cities.

The San Carlos sewer system was constructed by the San Carlos sanitary district, which was absorbed by the city upon incorporation. Construction is now taking place, in connection with other street work, of a sewer system to serve a new subdivision within the city limits which is being financed by a realty company. The city expended \$656 of general funds last year to construct a sewer connection which was not built by the sanitary district.

No Plans for Development:

The sewer systems as now constructed within incorporated limits of cities do not represent units of comprehensive plans of development, or standards of construction. The rapid growth of nearly all cities within recent years has created a sewage disposal problem, second to none other in several of the cities. Steps are now being taken to improve and enlarge the present systems, to provide adequate outfall sewers and to subject new sewer construction to certain standards which will comprehend the future needs of the city and the district

benefited. The county surveyor, in those cities where he acts as city engineer, has been urging adequate new construction. The cities of San Mateo, Burlingame and Redwood City, which have their own city engineers, have had the benefit of technical counsel in planning future developments.

San Mateo included \$2,800 in its 1927-28 budget for a survey to determine sewage disposal needs, particularly in newly built-up sections, undeveloped districts and in territory outside of the city which may eventually be annexed. One obsolete trunk sewer is now being replaced at a cost of \$25,000.

Territory outside of incorporated cities is now being built up with private sewer systems, over which no control is exercised other than compliance with the rules of the State Board of Health in regard to outfalls. Many of these sewers are being laid in territory adjacent to cities and will become part of city sewer systems whenever the territory is annexed. Lacking the specification by governmental agencies of adequate standards of construction, supplemented by adequate inspection, there are always the possibilities of building sewers inadequate for the needs of a district, of future high cost of maintenance of poorly-built sewers, and the expense of early reconstruction.

No study has been made of types of sewer construction or adequacies of the present systems. Information from engineers who have knowledge of the systems and are engaged in shaping future policies is to the effect that in nearly all cities the outfall sewers were built to take care of much less sewage than the present demands made upon them, and that extensive reconstruction is necessary.

Sewage Disposal:

Sewage treatment is another phase of the problem which is becoming acute for all communities on the bayshore of the county. There are now 20 outfalls into San Francisco Bay serving the eight cities having municipal systems. Each of the sanitary districts has an outfall in the bay, and there are several others which have been built by private interests to serve unincorporated and unorganized communities. Daly City connects part of its sewer system with a private outfall of the Spring Valley Water Company into the Pacific Ocean, and another part of the system connects with a San Francisco outfall into the bay. Only one city, San Mateo, attempts any sewage treatment and the size of its plant makes possible only a limited treatment before the sewage is pumped into the bay.

When the bayshore region was only sparsely populated, the dumping of raw sewage into the bay offered no serious difficulties. Today, health authorities insist that the limit with safety to public health has been reached, or is rapidly becoming so. Burlingame now has five outfalls within a two-mile area and is contemplating building a sixth.

The planning and construction of sewage treatment plants or other adequate means of sewage disposal, is a problem that may seriously affect the taxing and bonding resources of the individual cities. The need, however, of controlling the pollution of the waters of San Francisco bay is not a local problem, but is common to all communities along the San Mateo bayshore and San Francisco. The attempt of one community to solve its local condition will be of only slight avail unless other cities take similar steps.

It will be incumbent, therefore, for all of the San Mateo County communities and San Francisco to jointly act on the question. No political machinery exists today for organization of inter-county sanitary districts which could evolve or finance such a comprehensive plan as will be necessary.

Garbage Collection

Garbage collection in all incorporated cities in San Mateo County is conducted by private concerns under general arrangements with city officials. Rates and methods of garbage collection vary widely among the cities, there being no uniform ordinance for such service. General enforcement of health regulations pertaining to the collection and disposal of garbage is under city officials and city health officers. All cities have garbage ordinances. There are no garbage disposal plants in the county, practically all garbage being disposed of by dumping on low ground or marshes, with no treatment except burning.

Several cities are considering more rigid regulatory measures regarding garbage collection and disposal and steps are proposed whereby cities may unite to provide more efficient methods for this work, and to do away with present exposed dumps.

Recreational Facilities

Seven cities possess park areas or conduct recreational facilities as a municipal activity. The city parks constitute the only public recreation areas in the county other than the county Memorial Redwood Park south of La Honda and Sharpe Park on

the ocean near Salada Beach, owned by San Francisco but not as yet developed.

The acreage of city park lands, their value, and the maintenance costs for 1926-27, are as follows:

City	Acres	Value of Property	Maintenance and Operating Costs, 1926-27
Burlingame	13	\$ 48,650	\$ 7,512
Daly City	7	8,000	165
Hillsborough	2	30,000	500
Redwood City	5	12,000	4,950
San Bruno	11	use donated	1,038
San Mateo	16	167,000	11,157
So. San Francisco.....	28	28,000	9,644
Totals.....	82	\$293,650	\$34,966

The cities that have developed park areas and an organization for the maintenance and improvement of park areas are San Mateo, Burlingame, Redwood City and South San Francisco. Of these, San Mateo has the largest and most valuable park property, and spends the largest sum for its maintenance and new improvements. It has a full-time park superintendent and two laborers regularly employed. The city also has numerous park spaces in the center of streets and at intersections, which are maintained by the street department. The expense (\$634) is not listed under parks in the foregoing table. There are also two tree planting assessment districts organized to maintain shade trees in parking areas. The districts expended \$3,694 for such work in 1926-27. While San Mateo city has only one developed park, it is the city's announced policy that the present city corporation yard (four acres) valued at \$25,000, will eventually be improved for recreational purposes.

Burlingame has an improved city park of ten acres. It is maintained by a park superintendent and day labor. The city also has several street plots and two acres of undeveloped land for park purposes. There is a park commission, consisting of two citizens and the park superintendent, which acts in an advisory capacity on general park policies and makes recommendations on the planting and removal of trees in parkway areas.

Redwood City has one park only partially improved and several street plots, which are maintained by a park superintendent and day labor.

South San Francisco has one park of twenty-two acres which is partially improved and two other areas to be developed in the future. The maintenance of parks is supervised by a committee on streets and parks, composed of councilmen and citizens. The policy is to extend improvements with annual tax appropriations.

Hillsborough owns two acres of land which are being held for future park development. There is

no cost for parks in 1926-27, the expense of \$500 shown in the table being for music and entertainment.

San Bruno owns no park land but has the use of a plot of eleven acres donated for an indefinite period in return for rebate of city taxes on the property. The city does some maintenance work on this property by day labor under the direction of a recreation commission, composed of five citizens, who have general supervision over all park and recreational activities of the city.

Daly City has an area of seven acres donated for park purposes which has not been developed. Its location in a ravine will necessitate heavy expense for improvements. Citizens declare that the need of playground and recreational facilities in Daly City will necessitate financing improvements of the area in some manner in the future.

Atherton, Lawndale and San Carlos have no park facilities or recreational activities and no definite plans for the future have been formulated.

To a large extent, city park areas have been obtained by donation or by purchase with general funds. Two cities, Burlingame and San Mateo, have bonded themselves to purchase park sites. Three cities levy a special tax annually for park maintenance; other cities pay park maintenance expenses from general funds. The rates for the past and present fiscal years are as follows:

City	1926-27	1927-28
San Mateo	.10	.098
South San Francisco.....	.30	.14
Burlingame	.12	.10

Future Needs:

It is the conception of modern city service that every community should have adequate park and playground facilities for its inhabitants. On the basis of the national standard of five acres of recreational space for every one thousand inhabitants, practically all San Mateo County cities have yet to develop a proportionate share of park facilities for their citizens. South San Francisco is the only city whose park acreage approximates the national standard.

The cities, however, are within easy reach of many recreational and scenic places in the rural sections of the county still available to the public, and the necessity for city parks and playground facilities appears to be a future rather than a present problem. Practically all the cities will have to consider future financing of land purchases in rela-

tion to availability of proper sites. Present wise and comprehensive planning for future requirements is required to avoid future costly expenditures for the creation of recreational facilities which will be needed.

Libraries

City library service is supplementary to the county library and its branches in various communities and schools. Five cities—Burlingame, Daly City, Redwood City, San Mateo and South San Francisco—have their own libraries. Daly City, Redwood City and South San Francisco obtain books from the county library to supplement their own volumes, and these cities pay the county library for this service. Burlingame and San Mateo do not receive county library service and the county library tax is not levied on the property of those cities.

Each of the five cities has a library board of five members which has control of library funds and administration. In four cities the board is composed of five citizens who are appointed by the council and serve without pay. In Daly City, the city council acts as the library board.

Each of the five cities has its own library building. The library at Daly City is the gift of John D. Daly to the city. In South San Francisco the library is one unit of the civic center. In 1927, San Mateo voted a bond issue of \$50,000 to enlarge its library building. All fines and other receipts constitute the library fund of each city, which is used for no other purpose, and from which all expenses of maintenance and purchase of books is paid.

The extent of city library service and costs for 1926-27 are as follows:

City	No. of Books	Value of all Library Property	Employees	City Tax Rate 1926-27	Costs 1926-27
Burlingame	16,990	\$ 19,250	2	.11	\$ 7,814
Daly City	3,500	23,000	2	.17	2,047
Redwood City	7,614	15,000	2	.07	4,500
San Mateo	19,501	37,500	4	.105	10,871
So. San Francisco..	1,082	18,000	2	.07	3,048
Totals.....	48,687	\$112,750	12	.....	\$28,280

City-Owned Water Systems

Water supply and distribution systems are owned and operated by four cities—Burlingame, Daly City, Redwood City and San Bruno. The water supply for the other incorporated cities and unincorporated areas is furnished by water com-



Courtesy of the San Mateo County Chamber of Commerce

SAN MATEO CITY PARK

panies, or by private wells and is discussed under "water supply" in Chapter No. XI.

The methods of financing and operating the systems are practically the same in all four cities. The original purchase of the systems was by bond issues; payments of interest on and redemption of bonds are from tax funds. The systems are operated as city departments, but departmental receipts and disbursements are maintained as separate funds.

The incomplete system of accounting in all four cities does not make it possible to determine to what extent the utilities are self-supporting. Rates are assumed to be sufficiently adequate to meet all operating expenses and for replacements and repairs of the system. San Bruno is the only city which sets up a depreciation fund. The bonded debt of cities for water purposes and general fiscal data of the water systems are shown in the following tables:

Table No. 27—Bonded Debt For City-Owned Water Systems

	Bonds sold	Year issue/maturity	Interest rate	Annual Redemption	Outstanding July 1, 1927
Burlingame—1st water issue.....	\$170,000	1914/1947	5	\$ 5,000	\$105,000
2nd water issue.....	225,000	1927/1964	4½	6,000	*
Daly City—1st water issue.....	100,000	1913/1939	5½	4,000	54,000
2nd water issue.....	30,000	1924/1945	5	1,500	30,000
Redwood City—1st water issue.....	8,000	1900/1940	5½	200	2,600
2nd water issue.....	20,000	1920/1930	5½	1,000	2,000
San Bruno	220,000	1923/1943	5	6,000	196,000**

* Sold subsequent to July 1, 1927

** December 31, 1927

Table No. 28—General Data of City-Owned Water Systems

City	Water Users	Gallons of water used			Per Capita Annually	Reservoir Capacity in gallons	Value of Plant
		Purchased	Pumped	Total			
Burlingame	3,600	283,860,000	50,000,000	333,860,000	34,850	1,500,000	\$260,000
Daly City	1,954	.....	113,309,500	133,309,500	26,960	1,000,000	221,844
Redwood City	2,420	12,508,500	223,584,400	236,092,900	31,350	1,300,000	405,000
San Bruno	880	.....	56,000,000	56,000,000	25,000	650,000	261,873
Totals.....	8,854	296,368,500	462,893,900	759,262,400	31,250	4,450,000	\$1,148,717

Revenues and Expenditures:

Service of all water systems is almost exclusively to householders. No large industrial plants, except in South San Francisco and Redwood City, or irrigation projects depend on any of the municipal systems for water supply.

The revenues and expenditures of the water departments for the fiscal year 1926-1927 were as follows:

	Burlingame	Daly City	Redwood City†	San Bruno*
Revenues—				
Water sales	\$114,104	\$32,934	.....	\$16,245
Service Connections	4,980	2,835	.....	1,118
Deposits	1,125	.....	.....	.....
Miscellaneous	827	.....	.....	1,045
Total	\$121,136	\$35,769	\$66,520	\$18,408
Expenditures—				
Water purchase.....	81,751	.....	3,791	339
Pumping, distribution, repairs	17,303	18,704	20,849	8,152
Collections, accounting	2,940	2,161	.....	1,564
Outlays	3,870	.....	41,603	5,758
Depreciation Reserve .....	.....	.....	.....	.....
Payments to General Fund.....	.....	.....	.....	1,500
Total .....	.....	.....	.....	.....
Water Fund.....	\$105,864	\$20,865	\$66,243	\$17,313
Bonded Debt Payments—				
(General Fund)....	5,350	8,080	1,519**	16,100
Total .....	.....	.....	.....	.....
All Funds.....	\$111,214	\$28,945	\$67,762	\$33,413

*Fiscal year, Jan.-Dec., 1927.

**Estimated.

†Calendar year 1926.

Burlingame: Burlingame has an advisory water commission composed of three officials and three citizens. The commission makes recommendations to the city council on matters of policy. The operation and maintenance of the distributing system is in charge of a superintendent who has two regularly employed assistants. Day labor is employed as needed. Collections and accounting are handled by the city clerk, who is paid \$170 a month from water department funds, and a part-time assistant, who receives \$70 from water department funds. The city sets up no depreciation fund, but it is stated that annual repairs and replacements have kept pace with depreciation and that the system, as a whole, is in as good a condition as when purchased in 1914. No surpluses of the water department revert to general city funds. All balances are spent on replacements and improvements. The difference between the total receipts

and expenditures in the foregoing table was said to be largely covered by bills payable. The department supplies all fire hydrant demands and water for the fire department free of charge. At retail rates, it is estimated that this service would be worth approximately \$1,000 a month.

The city has three wells which originally were adequate for the city's water needs. With the rapid growth of Burlingame, the well supply has been augmented by water purchase from the Spring Valley Water Company until today the wells produce only about one-tenth of the demand. The supply of one well has become brackish and is used now only for emergency fire use.

On May 24th, 1927, the city voted to issue \$225,000 of bonds to purchase a site and construct an additional reservoir, to replace and enlarge the underground system and to add 75 new fire hydrants. The improvements are necessary, according to city officials, because the present distributing system was not built to carry the present volume of water, and pressure has not been sufficient to meet fire fighting requirements. The bonds have been sold and work on the improvements is underway. The reservoir to be built will have a capacity of 1,500,000 gallons and will be located in Hillsborough.

Daly City: Daly City purchased its water system in 1914 from the proceeds of a bond issue of \$100,000. A second bond issue of \$30,000 was voted in 1924 for enlarging mains and drilling two more wells. About \$15,000 of the issue was to be spent during 1927-28. The department is in charge of a superintendent, who is also fire chief. He has two assistants and one full-time clerk has charge of collections. The present well supply, as it will be augmented by drilling of additional wells this year, is believed to be sufficient for immediate future needs. No water is purchased.

Redwood City: Redwood City first bonded itself for a water distributing system in 1900 and again in 1910. In all, \$28,000 of bonds were issued. The city has since added to its system from depart-

mental revenues, including the purchase of a pumping plant and drilling of seven wells in 1923 at a cost of \$35,000.

The city engineer acts as superintendent of the water department. Two engineers are employed at the pumping plant, one man is employed on repair work and day labor is employed as needed. The city clerk is collector for the department and has one assistant. Neither the city engineer nor city clerk are paid for their services from water funds. For 1927-28 operating costs are estimated at \$28,000 and \$17,000 of water revenues are to be spent for improvements and extensions. The city's wells have been able to take care of the local demand except in the summer months, when the city has purchased water from the Spring Valley Water Company.

San Bruno: San Bruno issued \$220,000 of bonds in 1923 for purchase of the water distributing system. Improvements added to the system since have been financed from water fund revenues and by a loan from the city's general fund. The system is under direct control of a water commission, composed of five citizens and five members of the city council ex-officio. The president and secretary of the commission serve without salary. The operation of the plant is in charge of a superintendent, paid \$2,400 a year, and day labor is employed as needed. The city clerk acts as collector for the department, and has one part-time assistant.

The present supply from wells is held to be sufficient for the immediate future needs. The city system has a connection with the Spring Valley Water Company's main pipe line, but no water has been purchased from the company.

In addition to payment of operating costs and repairs, the city has set up a depreciation fund from water revenues, but has no well-defined policy regarding use of the fund. Because the city furnished water for fire protection and has pipe line

to make immediate connections with property in any part of the city, a tax of \$1 a lot is being collected in 1927-28 in addition to other city taxes for water stand-by service. The revenue is to be used for additional improvements to the system. Water is furnished without charge for fire-fighting and park purposes. Other city departments are charged for water used.

Comments:

The operation of water utilities by the four cities apparently provides satisfactory service, but the accounting methods used do not make it possible to determine whether the utilities are self-supporting at present rates.

New improvements and extensions have been financed in some cases by bond issues and in others by water revenues. In all cities, bonded debt payments are met by taxes and not from water department revenues. San Bruno is the only city which sets up such a depreciation reserve on a scientific basis. The setting up of a proper depreciation fund would make it possible to determine if rates are sufficient to maintain the department without resorting to bond issues or other financing for replacements to the system. Strict accounting procedure and sound operating policy would also require that all water used for municipal purposes, including fire-fighting, should be charged against the city and such revenues should become a part of the water utility receipts.

The question of the adequacy of the water supply cannot be determined without specific engineering study of water supply sources in San Mateo County. Indications are that supplies from wells are limited, particularly in Burlingame and Redwood City, and that continued growth of all of the cities with municipal water utilities will necessitate purchases of water in larger quantities from Spring Valley Water Company sources.

Unequal Municipal Services

The incorporated cities of the county, while possessing equal independent jurisdiction over their areas and equal status as governmental units, provide a varying degree of municipal services. City functions are limited by reason of assessable wealth, population and character of development. The large number of part-time officials and combination of duties of officials create unequal standards of services performed. Comparable tax rates for city purposes vary from 50 cents to \$5.94. Per capita tax rates range from \$7.53 to \$35.71. Per

capita costs for city governmental services extend from \$6.35 to \$34.34 among the ten cities. The amount of municipal services rendered by cities is not strictly proportional to the comparable tax rates or to the per capita costs.

The effect of these divergencies in services and costs on the governmental welfare of the San Mateo County area, present and future, and the possibilities of improvements for the area considered as a whole, are summarized in the following chapter.

Chapter VIII

Need and Measures for Improvements— Governmental Units of San Mateo County

THE preceding chapters have discussed all of the available pertinent factors dealing with San Mateo County and the 71 organized governmental units therein. It seems necessary to consolidate

and summarize the conclusions growing out of the survey as to weaknesses of governmental organization, functions and procedure of San Mateo County and its political subdivisions.

County Government Defects

The survey of San Mateo County governmental functions, methods of administration and costs, points out many ways in which services rendered to the public may and should be improved.

There is a necessity in all such surveys as this to concentrate on and criticize the weaknesses in the governmental structure and procedure. This is natural and should make such a survey of the greatest potential value to the citizens, officials and organizations concerned. Ordinary efficiencies and effectiveness are to be considered as normal. Better government is to be obtained by recognizing and strengthening the weak parts, to the end that greater efficiency, economy and service to the community can be secured through necessary improvements.

No attempt has been made to compare San Mateo County government with that of other counties. It is governed by the same general laws as nearly all of the other counties of the State and whether it is relatively more or less efficient is almost solely attributable to the character, industry and intelligence of its public officials.

The proximity of San Mateo County to the large City and County of San Francisco has created problems and costs of government which would render valueless comparisons with counties of similar population or wealth. According to the 1927 report of the state controller, San Mateo County's cost of government, outside of cities, is from 40 to 60 per cent greater than that of Humboldt and Butte counties, which are approximately of the same population, and is more closely comparable with the costs of Santa Barbara and Sonoma counties, which have greater populations.

The weaknesses of the San Mateo County governmental structure may be generally attributed to the general state laws which provide the same procedure of administration for San Mateo County,

with its special problems arising from its proximity to a great metropolis, as for any rural county of the state.

Ineffectiveness of Urban County Government:

The original functions of a county were those for which the county, as a political unit, acted as an agency for the state. These were principally the administration of justice, assessment of property, collection of state taxes, and administration of charitable institutions. Today, because of growth and the increasing demand for urban services by residents outside of cities, the county has many additional functions to perform which are municipal in character.

The general structure of county government has not changed since the first state constitution was adopted, but county functions have grown exceedingly complex. The original structure gave the county board of supervisors direct control over all governmental functions except those of incorporated cities and school districts. Today, in San Mateo County, there are five sanitary districts, five fire districts, two mosquito abatement districts and one public utility district which have legislative and administrative functions independent of the board of supervisors; there are state statutes in effect which would permit the formation of many other special and independent districts; and there are ten cities whose functions and influences overlap those of the county for the areas contiguous to the city boundaries.

County government throughout the United States, based on many analyses and appraisals, has been characterized as "ramshackle government." Its ineffectiveness has been overlooked, because, although close to the citizens, its operations have



Courtesy of the San Mateo County Chamber of Commerce

A SCENE ON THE COASTSIDE OF SAN MATEO COUNTY
ILLUSTRATING THE UNDEVELOPED CHARACTER OF THE REGION

not been brought to their intimate attention in the same manner as municipal or even state functions and costs.

Complexity of Units:

San Mateo County today is a hodge-podge of political units, probably no worse than other counties, but comprising a complex and overlapping system of government, devoid of centralized responsibility, that cannot help but impede the orderly development of the area. The state law provides that township boundaries shall be so defined as to divide the population of the county in equal parts. Two townships now divide 71 per cent of the population almost equally between them; two other townships combined have less than six per cent of the population.

The city of Burlingame is divided by a township line, although State law provides that township lines shall not divide an incorporated city.

School district boundaries follow neither township boundaries nor city limits. The incorporated city of Lawndale includes parts of four elementary school districts, and Atherton is divided among three elementary school districts. The partition of cities into more than one school district is also in contravention of State law.

Precinct lines for election purposes follow township and incorporated city boundaries but do not always coincide with school district limits.

Special purpose districts are organized without regard to township, precinct, school, or other district lines. As many as five separate political subdivisions, no two boundaries of which coincide, overlap the same territory.

The outstanding need of San Mateo County government is simplification of its political structure. All other benefits that should accrue—separation of legislative (or policy-making) and administrative functions, centralized responsibility,

improvement of fiscal procedure, economies in administration, greater uniformity of governmental services, and proper financial planning of public improvements—are dependent on a reduction in the number of political units.

Centralized Responsibility:

Unified government has few advantages if it is not also accompanied by simplified procedure and centralized control. The county board of supervisors is only one of 66 legislative, policy-making or administrative control bodies functioning in the county. The 233 members of these bodies are chosen by the people. In addition, the electorate also chooses 53 administrative officials. With this large number of officials responsible only to the people, little co-ordination of government can be expected, and no centralized responsibility is possible.

The largest group of such bodies is represented by the district school boards, 42 boards including a total of 130 elected officials. Centralization of school functions must be considered apart from other governmental functions, and is to be achieved only by the consolidation of school district boundaries.

It is too great a burden on suffrage when an elector must go to the polls at least twice, and as many as six times a year, in order to express a choice of officials who exercise control over as many political units. With so many officials to elect, few can command public attention and public scrutiny of their acts. A majority can get into office without intelligent expression of opinion of the electorate.

To achieve responsibility in office and in order that officials may be responsive to popular control, a short ballot is necessary. Governmental improvement for San Mateo County must not only consolidate small units but must eliminate purely administrative officers from the ballot and legislative control must be unified into a compass that will make possible the best use of democratic principles of elective offices.

Change in Form Needed:

Merely cutting down the number of officials does

not necessarily produce centralized responsibility. The forms of government and the number of political units must be so changed that control is vested in as few units as possible, and those units established only because of magnitude or policy-making functions or uniqueness of the services they are to control. Under present general laws, every new special district organized in the county, outside of local improvement and lighting districts, carries with it a new set of elective officials.

Within recent years, many cities have applied the principles of private business to public business by centralizing control of government through the "city manager" type of municipal government. This, in general, separates the policy-making from the administrative functions, centralizes responsibility for administrative operations, provides for a logical stepping-down of responsibility and authority throughout an organization, removes the administrative service from politics, and provides for a continuity of program.

In San Mateo County, San Mateo and Hillsborough have city managers, and Hillsborough recently voted to reduce its elective officials by two, both offices, that of clerk and treasurer, being purely administrative.

There is no reason why as many as five policy-determining bodies should overlap their functions in parts of San Mateo County any more than any city in the county should have independent bodies to function for police, fire, streets, parks and other services in that city. Co-ordinated legislative control is necessary, together with unified responsible administration of governmental functions and a unified financial program.

Personnel:

With the exception of the two city-manager cities, the employees of all governmental units in the county are appointed by the governing body. No provision is made by general State laws for civil service and the application of the "merit system" of appointments. The county is unduly restricted by law in the number of employees it may provide for certain offices; appropriations for salaries cannot be increased, regardless of office requirements, without a State legislative act.

Improved governmental procedure should provide for greater flexibility in the allocation of employees in county offices, and make possible the

installation of civil service provisions for selection of employees, to replace the present political methods of appointment.

Improved Fiscal Procedure

The present independent control of individual units of government in the county is also accompanied by a multiplicity of financial control units. When a taxpayer receives his annual tax statement or statements, he does not receive a bill for governmental services that has been estimated by one legislative body, but by several independent bodies each of which has determined, without relation to the other, how much the taxpayer must pay for a certain part of public services rendered. If the taxpayer resides in any of eight cities in the county, the tax bills are computed on two varying valuations of his property.

Budget System Required:

There is no comprehensive budget system for the political units of the county. The county, as only one unit, must budget its fiscal requirements for 1928-29, according to a new state law adopted by the 1927 legislature. The provisions of the law which require public hearings on budget estimates before adoption should make for possible better public knowledge and approval of the items contained and for improved planning of major activities. The county budget law, however, does not apply to school districts and other districts which may levy taxes for their activities without the formality of a publicly-considered budget, and without regard to economies which the county budget procedure may effect.

In addition, each city council makes its own budget estimates of municipal expenditures and levies taxes independently of the county and school and other districts. No city has a formal budget procedure, although San Mateo, under a city manager form of government, requires the city manager to compile an itemized annual budget, and in practice an effort is made to keep appropriations within budget estimates.

Unless laws are adopted requiring that tax-spending bodies shall not only adopt a formal budget, after the public has been given an opportunity to approve of items contained therein, but that budget estimates so adopted shall not be exceeded, except by special legislative action, the public cannot expect sound business administration.

Tax Levies:

Tax levying powers in the county are controlled by restrictive state laws governing tax limits. The theory of a tax limit is to restrict a legislative body from imposing undue and unauthorized burdens on the taxpayers. Inasmuch as the basis of assessed valuations may be changed at the will of the same legislative bodies, and do change annually in totals, the effect is to circumvent the intent of legal tax limitations. A comprehensive budgetary procedure, requiring public examination of budget estimates, and the concentration of tax levying powers in a minimum number of governing bodies, would provide a better check on taxing powers than arbitrary state limitations. If a limitation is desirable, it could be applied more equitably and more effectively to the amount of expenditures than to the rate of taxation.

The county's 6-cent tax limit for maintenance of highways built under bond issues does not limit in any way the annual maintenance costs of such highways in San Mateo County. Tax limits for school districts have the effect of limiting educational opportunities in districts where assessed valuations of property do not justify special taxes. In other school districts, special elections are held almost annually to vote taxes in excess of state limits. In some special purpose districts, which utilize the county assessed valuation of property for tax purposes, special taxes are voted to meet expenditure requirements.

Tax limits for sanitary districts and for incorporated cities fail to have effect, due to the simple expedient of independent power to assess property at values different from those fixed by the county assessor. Each of the five sanitary districts have levied the maximum maintenance tax of 15 cents for each district in 1926-27 and 1927-28 and only one district has found the county's assessed valuation of property of the district sufficient.

Cities are limited to a tax of \$1.00 on each \$100 of assessable property for general purposes, but separate tax limits are fixed for libraries, parks and other purposes and tax rates to meet bonded debt obligations are unlimited. Only two cities of the county have found the county assessed valuations

sufficient for tax revenue purposes under these limitations. The practically universal rule in the other eight incorporated cities, with the exception of the city of San Mateo and Redwood City (which use re-appraised property valuations), is to assess city property at a sufficiently higher valuation so that a tax of \$1.00 for general purposes will produce funds sufficient to meet budget estimates. Tax rates within the county, therefore, are not comparable.

To determine the total tax rates fixed by various tax fixing bodies on a single piece of property in any given year, the taxpayer must add all of those which are based on the same valuation of property and he must adjust the rates fixed on other valuations so that they correspond to one valuation. Because it is possible to obtain the total of both county valuation and the city valuation of the same property within city limits, the survey has computed comparable tax rates for city property for 1927-28, which is shown in Table No. 22, page 99. In those parts of the county included in sanitary districts which fix their own assessed valuations, it is practically impossible to determine comparable rates.

The actual comparable tax rates of cities are of some limited value, in considering the effect of tax limits and variable assessed valuations, and in comparing the cost of city services as these are reflected in tax levies. The multiplicity of tax rates is a product of the complex governmental organization that exists in San Mateo County.

Variations in Assessed Valuations:

The effect being made in San Mateo County to obtain a re-appraisal of property, in order that 100 per cent valuations may be determined and assessments equalized, is a necessary step towards the adjustment of proper tax values in the county. Such a procedure would eliminate the differential that exists between city and rural property valuations. As city property values have increased more rapidly than rural values in the last few years, and more rapidly than increases have been made in assessed valuations, it is evident that city property, as a whole, is assessed at a lower ratio to actual values than is "outside" property.

There is no sound reason for various political units assessing the same property separately. It is an added cost of government that can and should be done away with. A re-appraisal of all property

of the county on a fair-value basis could be accepted by all political units, and would be equitable to all taxpayers. If the ratio of assessed value to true value fixed by the county for tax purposes did not prove sufficient for other governmental unit tax requirements, the legislative body of that unit could more equitably fix a higher ratio for assessment purposes, than to assess the property independently.

Accounting Control:

The accounting of all funds, except those of incorporated cities and the public utility district, is a function of the county auditor. The auditor, however, is not empowered to approve purchase orders and other liabilities (as to availability of funds) before these may be issued, and has no control of expenditures from funds other than to refuse to honor warrants against funds when appropriations are exhausted or when warrants are drawn against funds contrary to law.

Under the new state budget act, the auditor will have powers for controlling expenditures within budget appropriation items and will otherwise be able to check costs of county government and insure the availability of funds to meet bills as presented. He will, however, have no such control over expenditures authorized by political units other than the county.

The forty-two school districts in the county, which spend annually almost half of all the public funds expended in the county, are not required to conform to a uniform accounting system, and have no check on the character of appropriations made, except for an accounting by funds by the county auditor. Except for the city of San Mateo, where the city manager has instituted certain cost accounting practices, there is no cost accounting check on the expenditures of any political unit.

Nearly all units provide for independent annual audits by experts outside of the governmental unit, but such audits have little or no effect in acquainting the public with the actual costs of government, nor have they been able to prevent the mishandling of public funds as has been revealed recently in Redwood City and the San Mateo Union High School District.

Cost accounting is a natural and necessary corollary to sound budget procedure. Uniform accounting methods are a needed public safeguard for all political units in the county.

Purchase of Supplies:

Under present conditions, practically every political unit in the county purchases all supplies and materials independently of every other unit. Under the school cooperative purchasing act, passed by the State Legislature in 1927, certain standard school supplies are to be purchased for all elementary school districts through the county superintendent of schools or the county purchasing agent after February 1, 1928. At the time of the survey, this act had not been put into effect in San Mateo County.

The independent purchasing of supplies, many of which are the same in each political unit, unnecessarily adds to the cost of government.

There is no reason why the county purchasing agent should not purchase all supplies, not only for the county and elementary school districts, but for high school districts, the junior college district and

all special districts now organized. It is also possible that the incorporated cities could purchase supplies through the same office, or the cities could pool their purchasing of certain supplies under a cooperative agreement. It is understood that some efforts have been made to obtain such cooperation among the cities.

The purchasing of supplies in larger quantities would not only result in lower unit prices but would, if necessary, permit of the establishment of a central warehouse for storage and distribution. If a revolving fund is set up, the purchaser could also obtain the advantage of favorable "open market" prices and of market discounts for cash purchases. Both of these features are known to have resulted in material savings in costs where they have been applied advantageously in other communities.

Administrative Improvements

Highways and Streets:

The present administration of public thoroughfares is divided among the state, the county and cities.

Under any program of simplification of government, state maintenance of state highways need not be considered. At present, county highway and city street maintenance functions overlap.

The county "road district" system has long been obsolete. The 1927 report of the San Mateo County Grand Jury recommends its abolishment and the substitute of "county-unit" control under a single administrative head. Such a step will produce simplified administration and should make possible a saving in unit costs of highway maintenance, by means of more comprehensive road building and maintenance planning and more equalized financing.

More important than the uneconomical administration of highways and streets, due to decentralized control, is the lack of comprehensive planning, for the same reason. There are no standard requirements for street work in contiguous areas, either in the county outside of cities or among the cities. The result is an unfortunate platting of streets without regard to traffic requirements, numerous dead-end streets, and through streets varying in size as such a thoroughfare passes from one city to another. Streets constructed under specifications

that are inadequate for present or future needs may not be possible to economically maintain.

County control of subdivision platting in unincorporated territory is devoid of standard requirements and developments are made according to many ideas. Minimum requirements as to types of pavement of "subdivision" streets do not exist, with the result that when such streets and their pavements are "accepted", they are likely to represent early liabilities for maintenance and reconstruction, at the expense of the taxpayers.

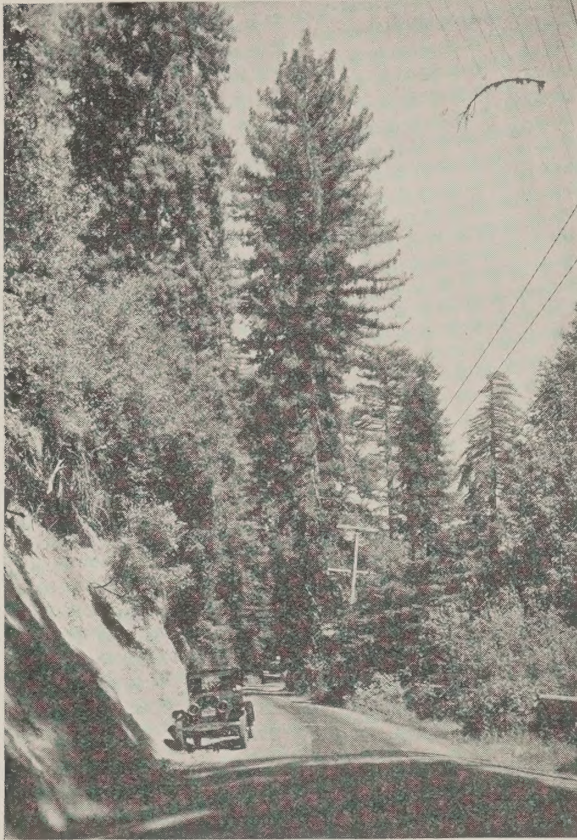
Unified control of street planning, with standard minimum requirements as to width and character of improvement, and rigid inspection of construction work, are imperative to the proper development of the entire county.

Cities now have the power to control the platting of territory within three miles of city limits, but such control is not now exercised in any part of the county, due to conflicting jurisdictions of cities and the weakness of small units to properly exercise such control.

Crime Control:

The preservation of peace is in the hands of the sheriff's office, township constables, and city police departments. Simplification of governmental procedure should provide for unified police administration and a more uniform distribution of police

powers throughout the entire territory. The present small force of the county sheriff must serve a wide-spread area with no other protection except as township constables exercise limited police powers and state traffic officers patrol highways.



Courtesy of the San Mateo County Chamber of Commerce

COUNTY HIGHWAY AT LA HONDA

The constables attached to the township (justices) courts serve as peace officers independent in jurisdiction of the county sheriff or city police officers. Their functions can be consolidated to produce a more effective and uniform police administration and at a saving in court costs.

The needs of the territory, with its property wealth concentrated in the bayshore region both inside and outside of the jurisdiction of city police departments, and the proximity to the large community of San Francisco with its large-city crime problems which extend beyond political boundaries, are such that more extensive and centralized police control is a necessary part of improved governmental procedure.

Fire Protection:

There are five organized fire districts and eight city fire departments in the county, all but one being located in the bayshore region. A county fire warden has jurisdiction over forest protection in unincorporated areas. None of the fire fighting units has complete, full-time personnel and all depend upon volunteer firemen for service.

The adequacy of the fire-fighting equipment and paid personnel is dependent on the financial ability of many small units to provide such service. Areas outside of organized fire company jurisdictions are without fire protection except as nearby fire-fighting units can supply such service or private facilities are provided. All of the territory west of the Sky-line Boulevard, except the area comprising the Halfmoon Bay Fire District, has no protection except the limited resources of the county fire warden. The volunteer character of the fire protection service that is provided results in higher insurance rates than where full-time service is given.

The rapidly growing urban development in San Mateo County demands a higher type of fire protection than is now provided. Unified governmental control should make possible more full-time personnel and fire-fighting equipment so located as to give all parts of the county a more effective service.

Building Inspection:

There is only partial building inspection in the county and it is confined to cities. The necessity for such service is county-wide, particularly in view of the rapid growth of the county outside of cities. Proper development of any modern community demands that buildings shall be properly constructed to safeguard lives and to eliminate unnecessary fire hazards.

The present scope of building inspection in the county affords only a limited service, mostly by part-time employees. There is little expert examination of plans for building, electrical and plumbing work. There is no uniform building code nor rigid standards of inspections, among the cities or the county. Such functions should not be limited to cities which choose to provide such service.

A building code for the entire area is needed, together with expert personnel to approve plans and make proper inspections. Unified administrative control can provide a type of specialized service which no city in the county now provides. Ter-

ritory outside of cities should likewise be protected by organized supervision. (Los Angeles County obtains this type of county-wide service as an adjunct of its county-wide fire protection service outside of cities).

City Planning:

Modern city development has brought about zoning for the logical development of territory and the protection of property against undesirable and ill-planned development. Zoning, as it exists in San Mateo County, is confined to cities. Its application is local and its control should remain local, but its scope is too narrow and it does not comprehend the proper planning and development of territory which is rapidly becoming municipal in character. A wider development of city planning is regional planning. This comprehends the adoption of a master plan for an area of common interests and need of development. Such a plan for San Mateo County would not only provide for zoning and building regulations throughout the area not now benefited by city zoning laws, but would provide for the orderly development of public improvements by cooperation of the various political subdivisions to replace the present independent, unrelated and piecemeal control.

Health and Welfare:

Like crime, menaces to health are not confined to political boundaries. Health supervision in the county is divided between county and city health officers. The county jurisdiction includes cities. Meat and milk inspection are functions of both the county and cities. Mosquito abatement is a function of two special districts comprising limited areas

of the county. Squirrel extermination is financed by the county and performed by the United States Health Service.

The diversity of control has produced a part-time health service, specialized in certain districts and uncoordinated. The concentration of such functions under unified control should make possible full-time, uniform service, the extension of health functions, and higher standards of service that would benefit the entire area. Some steps to provide more coordinated service have been proposed in the county, but lack the thorough-going control that conservation of health functions of government demand.

Charitable and welfare functions are under county jurisdiction. They serve the entire county and do not represent duplication of services.

Disposal of Wastes:

The disposal of sewage into San Francisco Bay has already become a community problem, which present independent governmental units cannot solve. The various governmental units now have twenty-four sewage outfalls emptying into the bay. Others are being built or planned. Practically all of the sewage is disposed of in a raw state and the rapid increase in amount is creating a health menace.

The treatment of sewage involves costs which the small political units cannot meet. The solution lies in community cooperation. The proper consideration of sewage disposal systems, protection to health, and adequate financing plans necessitates a unified control by a centralized organization. The problem chiefly concerns the bayshore region.

General Municipal Improvement

The organization and handling of administrative functions in the various units of San Mateo County, apart from the functions just discussed, presents an incongruous mixture of overlapping jurisdictions and absence of services.

In general, the county government performs certain services for the entire county and certain other services for unincorporated territory and for incorporated territory where such services are not performed by the city governments, or are delegated to the county. In addition, each special district—lighting, sanitary, fire, etc.—performs a single governmental function for a restricted area, usually for the purpose of furnishing an unincorporated area

with an urban type of service. The cities duplicate similar services performed by the county and districts.

No Uniformity in City Services:

There is no uniformity in the types of services performed by the several cities, nor are all of the cities organized to perform all types of services generally associated with municipal government. Because of size, population, assessable wealth and character of population, nearly all cities have special requirements or limitations which are reflected in the type of governmental service each renders.

Lawndale performs only the minimum amount

of municipal service as required by state law for cities of the first class. All services are on a part-time basis, county officers are designated to assess property, collect taxes, enforce health regulations, and render engineering service. A township Justice of the Peace is judge of the city court. The city either is without service, or depends on county, district or state services for street construction, street lighting, library service and parks. Fire protection is supplied by contract with a private fire-fighting organization (Colma). There is no building inspection or public sewer system.

Atherton varies from Lawndale only in that it has full-time police service, maintains its own streets and street lighting, and combines its city court with the office of city clerk. It is dependent on special district organizations for fire protection and sewage disposal.

San Carlos has a slightly more complete organization, performs its own assessment of property and tax collection functions, has a building inspector and its own fire protection and sewage disposal system.

Hillsborough, because of its restricted residential development, has a specialized organization principally to provide police and fire protection and building and health inspections. It is the only city to provide for public music.

The six other cities—Burlingame, Daly City, Redwood City, San Bruno, San Mateo and South San Francisco—have practically complete municipal organizations, although some of these cities depend on county offices to perform certain functions, and a number of functions are only nominally performed.

It is apparent that although a large majority of the population of San Mateo County resides in cities and pays more than \$1,000,000 a year for city services, all do not receive the same advantages of city government in return for taxes levied. The chief distinction of cities is that they have local control of some governmental services for the area incorporated.

City Areas Not Based on Common Interests:

What municipal services are performed are practically limited to incorporated areas. Sanitary, fire protection and other urban services, outside of incorporated cities, are provided by the formation of special districts. Practically all of the bayshore region, east of the Skyline Boulevard, which includes all of the incorporated cities, is rapidly be-

coming urban in character and needs, except for a few large tracts which have not been subdivided and except also for areas along the waters of the bay, which are potential industrial sites. Yet the cities include less than one-half the bayshore area. City limits embrace no comprehensive area of common interests. They are restricted by undeveloped tracts of land, by the limits of other cities and by the arbitrary fixing of boundaries to serve particular interests.

The boundaries of Burlingame, San Mateo and Hillsborough dove-tail into each other with no separation of streets, public utility services or interests. The outside limits of the three communities circumscribe a single community with common interests, divided only by arbitrary political lines, which are more and more coming to be looked upon as obstructions to unified and coordinated governmental services.

The newly incorporated (1927) city of Menlo Park is bounded by jigsaw lines in a narrow strip between Atherton and the Santa Clara County line but does not include all of such territory, although the Menlo Park Fire and Sanitary and Lighting Districts are all-inclusive.

Limitations on Municipal Development:

No incorporated city in the county is set off by itself. Daly City joins San Francisco on the north. Lawndale and San Bruno merge with South San Francisco. Burlingame, San Mateo and Hillsborough are intertwined. San Carlos, Redwood City, Atherton and the new Menlo Park form a succession of cities without intervening unincorporated territory.

While piece-meal annexations to cities are taking place frequently, many cities cannot comprehensively develop their areas of local influence due to the boundary lines and competitive development of other cities.

Small city units have strength in local pride of development, but as the entire bayshore region grows to be more and more a single urban community of common interests there will be a greater demand for governmental services of a type which present city organizations will not be able to supply and limited city boundaries will prove to be barriers to unified progress.

The needs of governmental services and scope of administration are contributing factors to any conclusions as to what should be the proper future development of municipal units in San Mateo



Courtesy of the San Mateo County Chamber of Commerce

ABALONE BEACH AT PIGEON POINT

County. The administration of functions of the county and of special districts as they are correlated

with municipal functions, or supplement them, is also a factor in governmental progress.

Centralized School Government

The planning, development and administration of the schools of the county represents a complete governmental activity and function that must be considered alone, and not in combination with other governmental services, except that, under centralized control, the county library system and city playground development might possibly be grouped with schools to advantage.

While all parts of the county receive the advantage of public school service, there are wide disparities in the educational opportunities provided, supervision, costs per pupil, methods of accounting, and in the tax burdens imposed between the

sparsely settled and the more populous districts. The independent district plan of organization, whereby forty-two units are established with policy-making and administrative autonomy, renders impossible a comprehensive educational system with equalized educational opportunities, unified planning and financing, and economy of operation that are usually associated with centralized organization and minimum overhead expense.

Economy for schools and the social services is usually considered as presenting means for a wider scope and extension of the function.

Rising costs of education are sufficiently im-

portant to command the attention of all citizens interested in economical governmental administration, and any program that will reduce unit costs and bring about a better spread of educational service should merit consideration. There is no educational necessity for the present small elementary school district unit; this frequently results in the location of school buildings, regardless of the primary consideration of supplying the maximum educational service. Nor should there be a separation in the administration, planning and development of elementary and high school units.

The elimination of separate school districts and

the combined administration of all schools so as to best serve the educational interests of the county would produce economy in administrative overhead, greater educational advantages, and make possible the uniform planning and financing of school needs. Bus transportation could be employed to largely eliminate and reduce the high cost of "one-teacher" schools and increase school facilities for pupils. Larger unit taxable wealth, combined with proper new school planning, would make possible a pay-as-you-go financing program to supplant the costly bond issue program now necessary.

Adequate Planning and Financing

Interwoven with practically every fiscal and administrative problem of the county is the need of adequate planning and financing. This is apart from the necessity of providing means for financing specific major improvements, which problem is discussed in a following chapter.

The network of governmental units so divides up policy-making powers and decentralizes responsibility that there is no place to turn for authority to obtain coordinated action in the solving of common problems and the planning of major improvements for the welfare of the entire community. There is no central control to assemble the financial resources of the area for the comprehensive development of those governmental services which can be developed economically only by a uniform policy and widespread fiscal powers.

The coordination of governmental units would make possible greater taxable wealth, greater bonding power, a larger field for development of revenues other than taxes, reduced administrative unit costs, and could establish home-rule provisions to govern tax limits and other matters. The proper planning and budgeting of capital expenditures would make possible the accomplishment of many projects on a pay-as-you-go basis, and a proper application of bonding power for financing only such improvements of permanent or long-life benefit.

Under a centralized form of government, it would be possible for the whole area, without burden, to assist in carrying and developing the weaker or poorer areas. This is a definitely-recognized economic policy that is common to cities, the system of State school finance, public utilities and

other public and private activities. It is justified on the basis that development of the weaker units ultimately redounds to the benefit of the whole.

It is not possible to list all of the projects and governmental services which are needed or desirable and are being put off into the future, because of inadequate financial resources of San Mateo County political units. Many of the major projects are discussed in detail in a succeeding chapter. These include important highway, inter-city traffic arteries and proposed street improvements, extensions of main sewers, traffic control systems, street reconstruction, parks and playground developments, garbage disposal plants, tideland reclamation, transportation and other problems.

San Mateo County is an area rapidly growing in wealth and population. Much of it is still undeveloped. There is a need for many governmental services, and these services must be developed comprehensively in a manner in keeping with the character and desires of the community. Piece-meal development will saddle the area with the mistakes of short-sighted policies or with inadequate improvements may prove a burden for years to come, or may be correctible only at great cost. Public improvements must be planned to enhance the natural resources of the area.

There is a great constructive opportunity before San Mateo County to enlarge and improve its governmental services, simplify its form of government, remove duplication and unequal burdens, and equip the entire area for a future development that is only possible when policies are unified and artificial and arbitrary political barriers are swept aside.

Chapter IX

San Francisco City and County Government

ON June 28, 1776, a colony of seventeen Spanish soldiers and their families, two Franciscan friars, herdsmen and drovers, under command of Lieutenant Don Moraga, established the first white settlement in San Francisco at the site of the present Presidio. Possession was taken in the name of the King of Spain. In October of the same year, the Mission of San Francisco de Assis, commonly known as the Mission Dolores, was dedicated on its present site in honor of the patron saint of the Franciscan order.

Upon the founding of the Presidio, military government was set up, which was the sole administration of the colony during the Spanish occupancy until 1821, and during the later control of the Mexican republic. In 1834 the Mexican government conferred a civil administration upon San Francisco, patterned after the pueblan government of Spain. An election was held of an Alcalde (or mayor), two Regidores (or councilmen), and a Sindico-procurador (or military judge) who were to reside at the Presidio. Elections were held annually thereafter.

This form of government continued with one interruption until July 9, 1846, when American possession took place and American military government was substituted. In January, 1847, the city returned to the pueblan form of civil government by military order and such government continued until the adoption of a city charter under the constitution of California in 1850.

City and County Consolidation:

The first legislature of the State of California passed an act dividing the state into counties and fixing the boundaries of San Francisco County to include all of the present county and that part of the present San Mateo County which lies north of San Francisquito Creek. The City of San Francisco was created as an incorporated city by the same legislature. This act called for a complete set of city offices apart from the county offices.

Separate city and county governments continued until the legislature of 1856 passed an act which repealed the charter of the City of San Francisco,

established co-terminus boundaries for the City and County of San Francisco as they are known today, and consolidated the governments. The immediate occasion of the consolidation was the necessity of doing away with a corrupt and extravagant city government, whose inefficiency and flagrant waste of public funds was in contrast to an economical and well-managed county government. The movement for reform had its inception with the famous Vigilance Committee, whose assumption of powers at this period are matters of historical record.

Benefits of Consolidation:

The adoption of a consolidated city and county government for San Francisco was in many ways unique and was the first instance of its kind in California. The immediate aim was to end a government of extravagance and corruption, but its new form brought about a new political unit having for its basis the elimination of duplicate city and county offices and a simplified governmental structure. Bancroft says, in Volume XVIII, page 768, of his history:

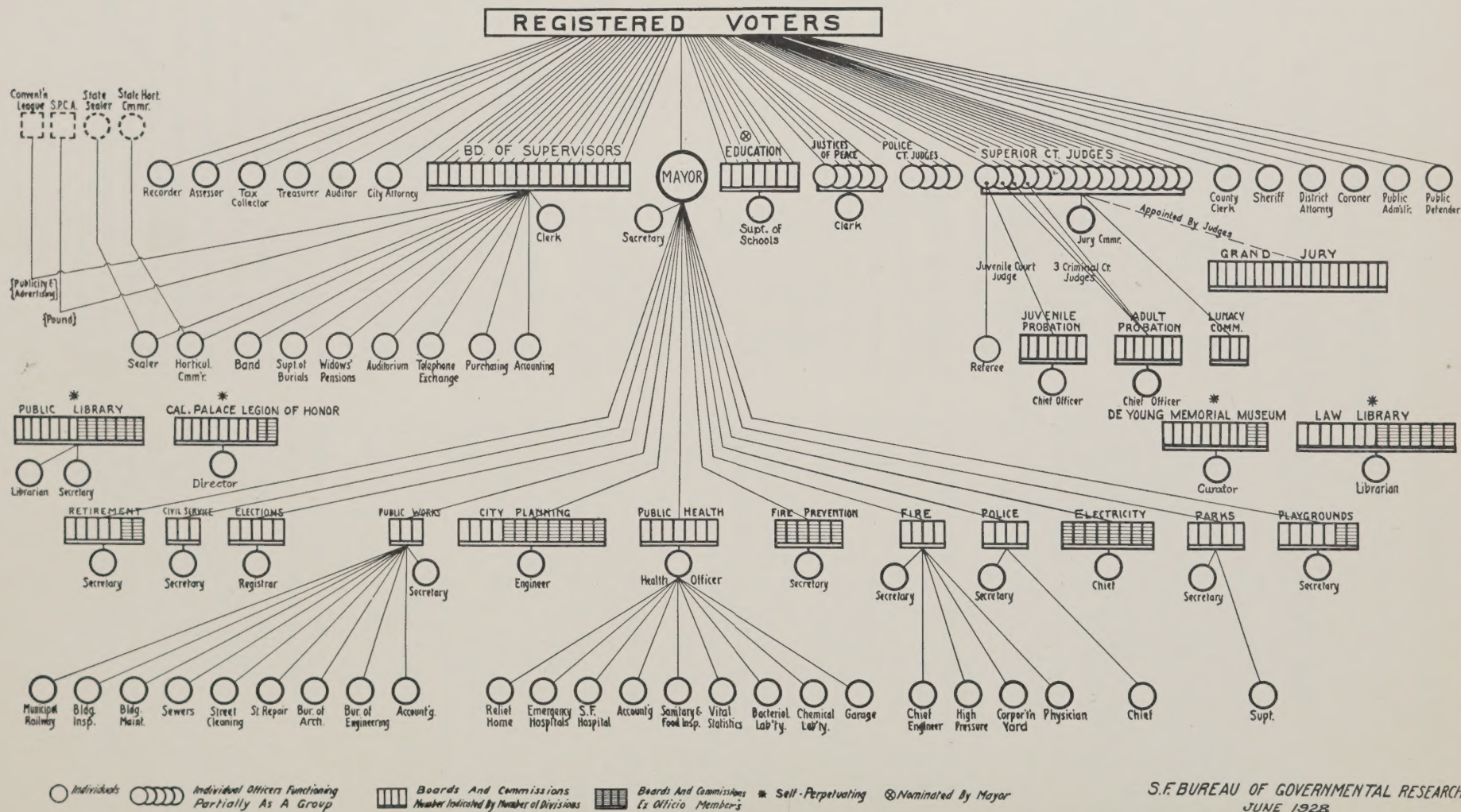
"The reform secured a sound basis in the Consolidation Act, the chief aim of which was municipal retrenchment by merging the several city and county governments into one, and reducing the pay and fees as well as number of officials."

Hittell, in his history of San Francisco, comments on the first administration under the Consolidation Act as follows:

"The new administration was a marvel of economy. The expenses of the city and county had been \$2,646,000 in 1855, and in 1857 they were only \$353,000. Much of this saving was due to the Consolidation Act adopted by the legislature in April, 1856; but a large part of it to the new officials."

The effect of consolidated government was to eliminate duplication of offices. It did not completely do so, as in the case of the sheriff's office and the Police Department, but simplification was affected by establishing only one set of offices for both city and county functions and only one policy-making and tax-fixing body. Furthermore, a wide latitude was established for working out local problems under municipal powers, with relative freedom from restrictions of general state laws and legislative acts.

ORGANIZATION CHART OF THE GOVERNMENT OF THE CITY AND COUNTY OF SAN FRANCISCO



S.F. BUREAU OF GOVERNMENTAL RESEARCH
JUNE 1928

Present Form and Functions of San Francisco Government

The city and county continued to function under the Consolidation Act of 1856, with various amendments, until, after several unsuccessful attempts, a freeholders' charter was adopted (as authorized by the Constitution of 1879) by vote of the people in 1898. This went into effect January 8, 1900. The city and county still operates under the provisions of this charter, subject to modifications and additions effected by approximately one hundred seventy-five amendments during the thirty years since its adoption.

In this report, detail analysis will not be attempted of the complete functions of the City and County of San Francisco, as authorized or required by the existing charter. Only such analysis will be made as is necessary to establish a proper basis of comparison with the governmental organization, functions and procedure of San Mateo County, and the various governmental units therein, and to outline those functions that are peculiar to the City and County of San Francisco as a metropolitan community.

Form of Government:

San Francisco's city and county charter provides for a local government practically municipal in character. In its most important aspects, and those involving the bulk of its expenditures, the government acts as a city; for certain functions, it operates as a county. Geographically it is one of the legal subdivisions of the state, but politically it is regarded as a municipal corporation. Its school system is operated as a unit, and school district boundary lines are the same as those of the city and county.

The organization of the city and county government, as required by the present charter, is shown in the form of an organization chart on page 128. This, as will be noted, requires the election of sixty-three officials, and provides also for four self-perpetuating boards.

The form of organization is classified as one of the many variations of the "mayor-council" type of government, which was practically the universal form for American cities up to 1900. It established a system of checks and balances, with a diffusion of responsibility, which is being discarded by progressive American cities in favor of governmental forms that separate legislative and administrative functions, require a shorter ballot, and provide for undivided administrative responsibility.

Of the San Francisco elective officials, some perform distinctly municipal duties, others combine duties performed by both cities and counties, while others perform services common to county government. The so-called "county officers" are considered as the district attorney, sheriff, county clerk, recorder, coroner, public administrator, assessor and public defender.

Elective Officials:

The elective officials are a mayor, eighteen supervisors, sixteen judges of the Superior Court, five justices of the peace, four police judges, a county clerk, sheriff, district attorney, coroner, public administrator, public defender, recorder, assessor, tax collector, auditor, treasurer, city attorney, and seven members of the board of education. All elective officials serve four-year terms, except members of the Board of Education, who are nominated by the mayor and serve seven years each. The officials for four-year terms are divided into two groups elected in alternate odd-numbered years. One member of the Board of Education is elected annually.

San Francisco has the same policy, as commented on for San Mateo County, of filling a number of administrative offices by election rather than appointment.

Legislative Body and Chief Executive:

A Board of Supervisors of eighteen members is designated by the charter as the legislative body. The mayor is designated as the chief executive officer, although given little direct executive authority. The charter specifically charges the Board of Supervisors with budget-making, appropriating, auditing and other executive and administrative duties, and the Board controls all important matters of general policy and many administrative operations. Other elective officials, such as auditor, assessor, tax collector, etc., have independent responsibility for parts of the administrative functions.

Administrative Boards:

All of the administrative departments of the government are controlled by boards or commissions, except those departments headed by elective officials and eight small units operating under the Board of Supervisors (sealer, horticultural commissioner, widows' pension bureau, auditorium, airport,

telephone exchange, bureau of supplies, and finance committee accountant).

Departments headed by boards or commissions, the members of which are appointed and removable by the mayor, are:

Public Works: Administered by a board of three members, four-year terms, who serve full time at \$4000 a year. This board is the only one requiring full time of its members, and also, the only one that does not appoint a subordinate executive in charge of the activities under its control.

Public Health: Administered by a board of seven members, seven-year terms, no compensation.

Police: Administered by a commission of four members, four-year terms, \$1200 a year. Commission is also a board of trustees of the Police Relief and Pension Fund.

Fire: Administered by a commission of four members, four-year terms, \$1200 a year. Commission is also a board of trustees of the Firemen's Relief Fund.

Fire Prevention: A board, created by ordinance, of six ex-officio members.

Electricity: Administered by a joint commission of eight members, made up of the fire and police commissioners, ex-officio.

Parks: Administered by a commission of five members, four-year terms, no compensation.

Playgrounds: Administered by a commission of seven, two ex-officio and five appointed for four-year terms, no compensation.

Elections: Administered by a commission of five members, four-year terms, \$1000 a year.

Civil Service: Administered by a commission of three members, six-year terms, \$1200 a year, removable only in the manner provided for the removal of elective officers.

Retirement: Administered by a board of seven, to govern the general employees' pension system. Two ex-officio, two appointed by the mayor, five-year terms, and three elected by the employee-members, five-year terms, no compensation.

City Planning: A commission, created by ordinance, of thirteen members, nine ex-officio and four appointed by the mayor for four-year terms, no compensation.

The control by boards or commissions of governmental operations that are primarily administrative, and involve little or no policy-determining functions, has been widely criticized in many American cities, and is being gradually displaced

by a more responsible and effective type of organization under which departmental administration is vested in a single executive. Most of the above boards are administrative; only three, civil service, city planning and public works, have important policy-determining functions, while the provision of a board for pension administration is primarily to provide for employee-representation.

Other Boards:

Departments or activities headed by boards, not appointed by or not responsible to the mayor, are:

Public Library: A self-perpetuating board of twelve trustees (one ex-officio), no compensation. (A "self-perpetuating" board fills its own vacancies).

California Palace of the Legion of Honor: Governed by a self-perpetuating board of eleven trustees (two of whom are ex-officio), no compensation.

De Young Museum: Governed by a self-perpetuating board of eleven trustees (two of whom are ex-officio), no compensation.

San Francisco Law Library: Governed by a self-perpetuating board of fourteen members, seven of whom are ex-officio.

Juvenile Probation: Administered by a board of seven, appointed by the Juvenile Court Judge for four-year terms, no compensation.

Adult Probation: Administered by a board of seven, appointed by the three Criminal Department Judges of the Superior Court, for four-year terms, no compensation.

Administrative Officials:

Elective administrative officials have been referred to. These are a mayor, assessor, tax collector, treasurer, auditor, city attorney, public administrator, public defender, district attorney, coroner, recorder, county clerk and sheriff.

Other administrative officers in charge of functions indicated by their titles are appointed by the Board of Supervisors and responsible to the board or to committees thereof. These are the purchaser of supplies, chief telephone operator of the City Hall exchange, superintendent of the auditorium, director of the widows' pension bureau, the chief horticultural commissioner (or inspector), the sealer of weights and measures, and superintendent of the municipal airport.

The superintendent of schools is appointed by and responsible to the elective Board of Education. The clerk of the Justices' Court is appointed by and re-

sponsible to the five elective Justices of the Peace. The jury commissioner is appointed by and responsible to the elective Superior Court judges.

The chief juvenile and chief adult probation officers, respectively, are appointed by the probation committee concerned, subject to the approval, in the first case, of the Juvenile Court judge, and for adult probation, of the Superior Court.

The law librarian is appointed by and responsible to the Board of Law Library Trustees. The librarian and the secretary of the public library are appointed by and responsible to the Board of Library directors.

The operations of the Board of Public Works are directed by the three members of the board and no executive head is provided. The administrative or executive officer or officers of the other nine boards appointed by the mayor—retirement (or pensions), civil service, election, city planning, health, fire, police, parks and playgrounds—are appointed by and responsible to the board or commission in charge of the activity. Three of the boards—fire, police and park—appoint a secretary who is responsible for certain administrative activities, apart from the executive of the department. The two ex-officio boards—fire prevention and joint board of fire and police commissioners (department of electricity)—appoint executive heads for these functions.

Defects of Present Form of Government:

The benefits established by the Consolidation Act of 1856, and continued in the 1898 charter, which have come from the consolidation of city and county legislative, executive and administrative offices, still operate to the benefit of the city and

county. Aside from these factors, the provisions and restrictions of the 1898 charter—now thirty years old—have long since been inadequate for the modern necessities of the city and county.

The functions of government have expanded and many new functions have, of necessity, been added. The city's expenditures, due to such expansions and additions, have increased eight-fold during the thirty-year life of the present charter. Governmental improvements, based on business experience, have emphasized the fact that the San Francisco governmental structure is inefficient and out of date.

Legislative and administrative functions are combined. San Francisco still operates under a "long-ballot" elective procedure, which places an impossible burden on the electorate. Responsibility of efficient administration cannot be clearly defined. Cumbersome and inefficient fiscal and other procedure must be followed, in accordance with charter provisions. In short, the charter definitely requires a cumbersome and complex system of organization and procedure that is entirely out of date and that is not at all suited to the necessities of a present-day metropolitan community.

The San Francisco Board of Supervisors, through its judiciary committee, is specifically engaged, at the time of the preparation of this report, in a study of charter defects and proposals to correct such defects.

The defects of San Francisco governmental organization and procedure will be discussed in detail hereinafter, in connection with improvements required to provide for more business-like operation, with particular relation to the necessities of any future consolidation program.

Personnel Procedure—Elective and Civil Service

Elections

As previously stated, there are sixty-three city and county officials, elected by the people: Eighteen members of the Board of Supervisors, a mayor, twelve other officials, the seven members of the School Board, four Police Court judges, five justices of the peace and sixteen Superior Court judges.

A Board of Election Commissioners of five members heads the department of election. A registrar of voters, named by the board, is the administrative officer and supervises the holding of elections, the

mailing of election material to voters, and the maintenance of necessary registration and election records. He has charge of registrations, which is partly a departmental expense and partly on a fee basis of 10 cents per registration.

In accordance with state law, the "great register" of voters expires December 31 of each odd-numbered year, and voters must re-register, starting January 1 of each even-numbered year.

Regular city and county elections are held on the first Tuesday after the first Monday in November of odd-numbered years. General state elections are

held on the corresponding dates on even-numbered years, with primary elections preceding.

Nine members of the Board of Supervisors are elected each odd-numbered year, also two Police Court judges and six administrative officials. A mayor is elected each odd-numbered year preceding presidential election year. One member of the Board of Education is nominated by the mayor and voted on by the people each year.

The San Francisco elector who exercises his full suffrage goes to the polls once annually in odd-numbered years, twice in even-numbered years and one additional time for presidential primaries in every second even-numbered year. In addition, there may be special elections.

Elective officials take office on the first Monday following the first day of January of the year following their election.

Election costs for 1926-27 were:

Conducting Elections.....	\$300,922
Registering Voters	27,596
Equipment	227,290
Total.....	\$555,808

Civil Service

The charter provides that all employees of the city, excepting executive, professional and various sub-executive positions in the various departments, the teaching staff in the school department, the legal staffs in the city attorney's, district attorney's and public administrator's offices, and all employments in the park, playground and library departments, and various "county" offices, shall be chosen from civil service lists compiled by the civil service commission after competitive examinations. The charter provisions empower the commission to hold hearings and take such action as it deems just in any case of appeal to the commission by civil service employees discharged by department heads. The commission is required to check and approve all payrolls covering civil service employees before the auditor may issue warrants for payment.

The civil service department is headed by a commission of three members, at \$1200 each per year, who serve six-year terms and can be removed from office only by the Board of Supervisors for cause, in the same manner as an elective official. The commission appoints a chief examiner, who is the administrative officer of the department.

The expense of the civil service commission for 1926-27, covering administration, examinations,

certification of eligibles and the checking of payrolls, is as follows:

Operations	\$32,713
Equipment	140
Total.....	\$32,853

At the time of the preparation of this report, the Supervisors have under consideration a proposed charter amendment to bring under civil service the employees of practically all offices now exempt from civil service.

Salary Standardization:

The commission is authorized, by a 1924 charter amendment, to prepare a classification of all city employments on the basis of duties and responsibilities of each position, such classification, upon adoption by the Board of Supervisors, to form a basis for the standardizing of municipal salaries. This work is now being carried on by the commission, in addition to its other duties, under special appropriations. The classification, when completed, is expected to establish a standard list of employee classifications for examination purposes and a governing basis for the equalization of pay of employees.

Pension Systems

Practically every San Francisco city and county employee, exclusive of elective and appointive officials, is a beneficiary of one of three pension funds maintained by the city. These are the police relief and pension fund, the firemen's relief fund and the city employees' retirement fund. The police and firemen's funds each covers the personnel of single departments. The city employees' fund covers practically all other city employees, including school teachers, who also receive the benefit of a State teachers' retirement fund.

Police Pension System:

The police commission acts as the board of trustees of the police relief and pension fund. Revenues of the fund are derived from the payment of \$2 a month by each member of the department, a percentage of fines collected by the police courts, sales of unclaimed property, rewards paid to the police department and other miscellaneous revenues. Pensions are paid at the rate of one-half the average salary received by a member of the department for three years before retirement. The

commission may retire a member of the department at age 65, provided the member has served twenty years in the department. Pensions are also paid to families of men killed in service and to dependents of officers who have died after more than ten-years service.

The system is on a non-reserve basis. As the revenues are not sufficient to meet the actual pension requirements, the Board of Supervisors annually levies a tax to meet the deficit. In 1926-27 the total pension cost was \$181,509, of which \$140,000 was raised by taxation.

Firemen's Pension System:

The firemen's relief fund is administered by the fire commission, which constitutes the board of trustees of the fund. The city annually levies a special tax to meet the requirements of the fund. The system is on a non-reserve, non-contributory basis and there are no other revenues. Pensions are paid at the rate of one-half the salary received at time of retirement. The commission, on application of a member of the department, must retire such member if he has served in the department for twenty-five years, or if he is age 55 and has served twenty years, and the commission may order the retirement of any member at age 60 who has served twenty years. Pensions are also paid to dependents of firemen killed in service and to firemen who are physically disabled.

In addition to the regular pension funds, the city pays pensions from tax funds to firemen retired before the firemen's relief fund was established.

General Employees' Pension System:

The city employees' retirement fund is managed by a board of administration composed of the chairman of the finance committee of the Board of Supervisors, the auditor, three members elected by the active members of the system, and an official of a life insurance company and an official of a bank, appointed by the mayor. Members, other than ex-officio, serve five-year terms. The fund is set up on an actuarial basis by which method is determined the amount each employee pays to the fund. The city contributes, from a special tax

fund, an amount equal to the total paid into the fund annually by employees. Retirement is compulsory at age 70. Benefits are determined according to a plan proposed by the board of administration and enacted by ordinance, which benefits are in proportion to payments made by the beneficiaries. School teachers' payments to the retirement fund, and the benefits they receive from such fund, are based on only a portion of their salaries, the proportion being fixed by charter, because of the fact that they are also members of the State teachers' retirement system.

Variations in Pension Systems:

It is the experience of private business, as well as modern municipal practice, that the actuarial method of establishing adequate reserves for the administration of pension funds is the most sound and the most equitable to employees and employer alike. The police and firemen's pension funds were established prior to the organization of the city retirement system and were not merged with it. Annual tax-levies for firemen's pension requirements and for annual deficits in the police fund are constantly increasing and are out of proportion to each other, and to other city pension obligations. Firemen contribute nothing, policemen contribute one per cent or less of their compensations, and general employees and teachers pay up to five per cent of their salaries toward the costs of their respective pension systems.

Retirement ages vary widely between the funds. The principle of paying pensions to city employees who have passed the age of effectiveness is sound and just, has been endorsed by the people and should be established on a sound financial basis, equitable to all groups of employees.

Pension Costs:

Expenditures for pensions from city funds in 1926-27 were:

	Administration	Pensions	Total
Police	\$ 1,200	\$ 180,309	\$ 181,509
Firemen	600	378,061	378,661
City Employees' Retirement Fund.....	13,990	716,984	730,974
Exempt Firemen.....		4,924	4,924
Total.....	\$15,790	\$1,280,278	\$1,296,069

Legislative and Executive Officials and Powers

The Mayor:

The charter states that "the chief executive officer of the City and County shall be designated

the Mayor." The office is elective, four-year term. The employees of the office are appointive and removable by the mayor.



SAN FRANCISCO CITY HALL

The mayor is the presiding officer of the Board of Supervisors. He is authorized to veto legislation passed by the board and is required to approve demands for sums exceeding \$200. He is empowered to appoint members of all boards and commissions, exclusive of the four self-perpetuating boards and two boards appointive by the superior court, and to remove such appointees, except that civil service commissioners are removable only by the Board of Supervisors after trial and hearing on charges preferred by the mayor, in the same manner as elective officials.

The mayor is required to observe the official conduct and fulfillment of obligations of all public officers, to see that books and records are kept in proper form, to see that contracts and agree-

ments with the city and county are kept, and to suspend officers or employees guilty of defalcation, neglect or official misconduct. He is empowered to generally supervise all departments and public institutions, to attend all meetings of all boards and to recommend measures deemed beneficial in the public interest. He is required to take necessary measures for the preservation of public order and is authorized to call on the Governor of the State for military aid in time of emergency.

The expenditures of the mayor's office for 1926-27 were:

Operation	\$44,891
Equipment	6,361
Total.....	<u>\$51,252</u>

The executive and administrative powers of the

Board of Supervisors are discussed in the following. These will indicate that the mayor's executive powers contemplated by the charter are titular rather than actual, and that such executive powers are largely restricted to the making of appointments, the use of the veto power, and the proposal of general policies.

Board of Supervisors

The eighteen members of the Board of Supervisors receive a salary of \$200 a month each for their services, which are of a part-time nature, their attendance being required at the weekly meetings of the board and at meetings of the various committees of the board. As previously stated, nine members of the board are elected each odd-numbered year, for four-year terms.

The charter grants to the Board of Supervisors the sole legislative power for the City and County of San Francisco, subject, however, to the veto of the mayor. Any measure receiving the mayor's veto may be re-enacted by vote of fourteen members of the board. The board, by many provisions of the charter, is vested with the responsibility for the determination of city and county policies.

Administrative Functions:

The board, by charter, or in some cases by lack of express charter provision, is vested with many powers which are executive or administrative, rather than legislative in character. These include the preparation of the annual budget, the control of non-personal budget appropriations, the approval of demands before these can be approved by the auditor or paid by the treasurer, the regulation of the purchase and distribution of supplies, the power to prescribe systems of accounting, the management of the Airport, the Auditorium and the City Hall telephone exchange, the control of bureaus charged with horticultural inspection, inspection of weights and measures and the administration of widows' pensions, the approval of numerous kinds of permits, the control of lighting of streets and equipment therefor, the repair of public buildings, the purchase of school and other land for public purposes, the celebration of holidays, the conduct of band concerts, and the expenditure of municipal advertising funds. The board also exercises, through its appropriating power, a supervision and partial degree of control of operating details of the Municipal Railway, Hetch Hetchy,

and the construction of streets, sewers and other public works.

The board, in connection with certain of these activities, directly controls the expenditures of large sums which are appropriated to the board and not to the various administrative departments. These, for 1926-27, totaled over \$5,270,000, or 16 per cent of the total budget appropriations for that year. Among the larger groups of items so appropriated were:

Social-Service Aid	\$1,406,000
School Lands and Buildings.....	900,000
Street Lighting	630,000
Main Sewers	200,000
Various Lands and Improvements.....	754,000
Municipal Airport	100,000
Street Reconstruction	507,000

Through its finance committee, the board may investigate the conduct of all public offices. The committee must pass on the expenditure of appropriations provided by the annual budget. Through its power of recommendation of all items the budget shall contain, it exercises a large degree of control over the activities of practically all departments of the city government. The finance committee has an accountant and an investigator to operate control accounts for it and to assist in the large volume of financial matters which the committee handles.

Committees of the Board:

The committee work of the board is assigned to eighteen committees, each member serving as chairman of one and a member of, usually, two others. The work of the finance committee has been referred to. The other committees exercising control of administrative activities are as follows:

Airport Committee. In charge of the plans and expenditures for the construction, development and operation of the Municipal Airport, and the personnel thereof.

Auditorium Committee. In charge of the operation and leasing of the Exposition Auditorium, and responsible for the expenditure of auditorium revenues.

Buildings and Lands Committee. In charge of valuation, negotiation and purchase of all lands for school, park and other municipal purposes, and the authorization of repairs to municipal buildings.

Concerts Committee. In charge of municipal concerts.

Fire Committee. Passes on applications for permits for filling stations, gasoline storage and other fire-hazard matters.

Lighting Committee. In charge of the details of extending or changing the city's street lighting system.

Police and Licenses Committee. Passes on permits for parades, taxicabs and licenses for businesses under police regulation.

Public Utilities Committee. Exercises supervision over proposals for expenditures of Municipal Railway or Hetch Hetchy water supply funds, and other utility matters.

Streets and Sewers Committee. Exercises supervision over street reconstruction and highway programs and proposed expenditures, formulates and directs the carrying on of the annual street reconstruction program, and, in general, handles all street matters.

Supplies Committee. Supervises the purchase of supplies, the receiving of bids and the awarding of contracts.

Traffic Committee. Supervises the extension and development of the street-traffic signal and marker system.

Clerk of the Board:

The clerical work of the Board of Supervisors

is in charge of the clerk of the board. Many of the activities of the board or its committees are carried on through the staff of the clerk's office.

The costs of the Board of Supervisors and the office of the clerk of the board for 1926-27 were:

	Operation	Equipment	Total
Board of Supervisors.....	\$119,583	\$1,021	\$120,604
Finance Committee	6,607	-----	6,607
Clerk of the Board.....	56,066	-----	56,066
Total.....	\$182,256	\$1,021	\$183,277

Combination of Administrative and Policy Functions:

The foregoing outline indicates the concentration, in the Board of Supervisors, of legislative and policy-making functions on the one hand, and municipal administrative or policy-executing functions on the other. This combination of functions is in part specified and required by the charter. It is also due in part to past conflicts between the legislative branch and administrative departments, as a result of which the legislative branch, under its charter powers relative to appropriations, has assumed controlling powers over certain administrative functions.

This combination of policy-making and policy-executing powers is poor organization and does not permit of the proper fixing of responsibility that is an essential of efficient administration.

San Francisco Fiscal Functions

Annual Budget and Tax Rate:

The annual budget of the city and county is adopted by the Board of Supervisors not later than the first Monday in June. This is based on a detailed budget, as submitted by the finance committee, after consideration of budget requests submitted by each department.

The budget, as proposed, amended and adopted, does not include proposed expenditures from bond funds and from certain special funds, such as Municipal Railway revenues, State subvention for county roads, Auditorium revenues, park and library revenues, controlled by those departments, and others. (The 1926-27 budget appropriations totalled \$33,284,383, in contrast with expenditures from all funds totalling \$47,927,598.)

The tax-rate required to fund the budget is fixed by the Board of Supervisors not later than the third Monday in September. To determine the tax-rate necessary to fund the budget, the esti-

mated revenues from licenses, fees, fines, interest and other sources (classed as "miscellaneous revenues"), the amount of unsecured personal property taxes collected, the amount of State subventions for schools, widows' and orphans' aid, Hetch Hetchy power revenues, etc., are first deducted from the budget total. The remainder is then divided into the net assessment roll, after unsecured personal property assessments on which the tax has been collected are deducted, the result being the tax-rate. The amount of tax on each parcel of property as recorded in the assessment roll is computed by the auditor.

Assessor and Assessments:

The assessed valuation of property for tax purposes is fixed by the assessor. The assessment roll as completed by him is checked by the auditor and submitted to the Board of Supervisors (which sits as a board of equalization) during the first week in July.

In compiling the annual assessment roll, the assessor, an elective officer, has a permanent force which is divided into groups for assessing or recording transactions or statements involving values of real estate, improvements and personal property. A large temporary force is also employed to distribute and receive personal property declarations, to collect the tax thereon, to record exemptions, and to compile and total real, personal and non-operative property assessment rolls. The assessor's office collects, at the time of declaration, personal property taxes not secured by real estate. Such taxes are paid at the tax rate of the preceding fiscal year.

It is an officially stated policy that assessments approximate 50 per cent of the fair value of property. The city engineer, in calculating the value of property required for public improvements, makes his initial rough calculations on the basis of the assessed valuation equaling 40 per cent of the actual value. A scientific reappraisal of real estate, ordered by the Board of Supervisors and completed in 1927, but not yet checked nor accepted by the assessor, produced a total valuation that, if sustained, would indicate that the 1927 real estate assessments averaged 38 per cent of fair values.

Tax and License Collections:

After the tax-rate is fixed by the supervisors and the tax-levy on each parcel of assessed property is calculated and posted to the assessment roll by the auditor, tax-bills are made out and collected by the tax collector. In addition to his duties as collector of taxes, the tax collector, an elective official, is also the collector of licenses and of tunnel special-assessment bond payments. (The spreading of all special assessments and the collection of routine assessments for street work are handled by the bureau of engineering.) The tax collector employs license collectors, who deliver bills for license charges in an assigned district, or collect license fees paid at the office, or investigate and adjust the amount of license fee to be paid; during the peak of writing tax-bills and collecting taxes, many of the license collectors are assigned to such duties.

A number of departments collect fees, deposits or charges for permits or services under their respective jurisdictions.

Treasurer:

The treasurer, an elective officer, is custodian of all city and county funds, as well as of special non-municipal funds for which the treasurer or the city functions as "trustee." All funds or receipts collected by the various departments are required to be deposited daily with the treasurer. The treasurer pays demands on all municipal, special and trust funds after audit and approval of these by the auditor. In addition, the treasurer is responsible, under State law, for the collection of inheritance taxes and the payment of these to the State, involving the checking of assets of estates subject to inheritance taxes; and, in co-operation with the auditor and the finance committee chairman, the treasurer is responsible for the deposit or investment of reserves or idle funds and the posting of adequate security therefor. These include proceeds of bond sales, pension reserves and normal fund balances.

Auditor:

The auditor, an elective officer, is required to approve, as to legality and available funds, all appropriations and expenditures authorized by the Board of Supervisors, to audit all receipts and disbursements, to maintain accounts of and receive payments for delinquent taxes, and to compile annual financial reports for the mayor and State and Federal bureaus. In addition to the authorization by the Board of Supervisors of all expenditures, the mayor must also approve of all appropriations in excess of \$200.

The auditor is also required to check extensions of each annual assessment roll, and, when the tax-rate is fixed, to calculate the amount of tax levied against each parcel of property listed on the assessment roll, according to the assessed value thereof.

The auditor, in addition, checks city and county expenditures for the maintenance of dependent minors and takes steps to secure State refund of part of such expenditures when the circumstances warrant.

The charter requires the auditor to submit an annual budget of estimated revenues and requirements of all departments, including fixed charges; in actual practice, the auditor's budget is displaced by departmental budget requests. Auditor's budget estimates are not considered in the formulation by the finance committee of its budget pro-

posals which form the basis for the annual budget adopted by the supervisors.

"Control" accounting, as a basis for supervisory authorization of requests to expend non-personal appropriations, is in charge of the finance committee's accountant and the auditor's accounts are not consulted for this purpose. The auditor's appropriation accounts are primarily historical records. It is not required that liabilities contracted by the issuance of purchase orders be first approved by the auditor as to availability of funds.

Individual departments or bureaus, such as finance committee, public works, municipal railway, health, school, and parks, each operate comprehensive accounting systems, independent of the theoretical centralization of this function in the auditor's office. San Francisco can materially improve its accounting and accounting-control procedure, by centralization, by the compilation of and adherence to complete budget and revenue estimates, by requiring certification of purchase orders, etc.

Purchasing:

A bureau for centralized purchasing of supplies was established in 1924. It is directed by the purchaser of supplies, an appointee of the Board of Supervisors, and its operations are under the supervision of the supplies committee of the board. The bureau handles the purchases of materials, supplies and equipment, and arranges for "contractual services" for all city departments except the Public Library; purchases for the Hetch

Hetchy project are handled by the bureau of engineering and are only generally supervised by the purchaser. The bureau is authorized to, and has established, standard specifications for articles to be purchased, according to quality and according to use. It is authorized to buy certain commodities in the open market, and to make open-market purchases under certain conditions; otherwise, it buys under contract for all purchases of more than \$1000, contracts being awarded on competitive bids.

The city and county has no central warehouse for storage of supplies which might be advantageously purchased in large quantities. The school department and the board of public works use their own buildings for storage of supplies for their own departments.

During 1926-27, the bureau purchased supplies for the city aggregating \$4,875,921. It is estimated by the purchaser that centralized purchasing, as compared with independent departmental purchasing prior to 1924, has averaged savings of more than \$300,000 a year.

1926-27 Expenditures, Fiscal Offices.

The costs of the fiscal offices for 1926-27 were:

	Operation	Equipment	Total
Assessor	\$274,323	\$1,465	\$275,788
Reappraisal of Property....	60,533	2,218	62,751
Tax Collector	130,486	3,386	133,872
Auditor	89,797	176	89,973
Treasurer	50,461	684	51,145
Purchaser	45,125	1,949	47,074
Total.....	\$650,725	\$9,878	\$660,603

Legal Offices, Courts and Court Agencies

The legal functions of the city are carried on by the offices of the city attorney, the public defender and the district attorney. The public administrator, with required legal assistance, handles the disposition of estates not provided for by wills.

The courts and court agencies consist of the superior, justices' and police courts, the grand jury, the jury commissioner, the lunacy commission, the law library and the adult and juvenile probation offices.

City Attorney:

The city attorney, an elective officer, is the legal counselor for the Board of Supervisors, the mayor and other city officers and departments. In addition to the city attorney's staff, separate legal ad-

visers are authorized by charter for the auditor and the sheriff.

In addition to the routine legal work of the city attorney's office, special forces have been assigned to the office for the handling of special functions, such as the defense of accident and damage claims growing out of the operation of the Municipal Railway, the condemnation and valuation of the local privately-owned electric distribution systems, and the analysis of values involved in the requested increase in telephone service rates.

The acquisition of private property for the Hetch Hetchy transmission and reservoir system and for various public improvements is carried on by the bureau of engineering in close co-operation with the city attorney's office.

Public Defender:

The public defender is an elective office, authorized by State law and established by local ordinance, to conduct the defense of persons accused of crime who are financially unable to employ legal counsel in their behalf. The public defender is the sole arbiter of the policies of his office. In the conduct of his function of defending indigents accused of crime, he was authorized to employ three assistants during 1926-27.

Public Administrator:

The public administrator, an elective officer, is charged with the function of administering the estates of those persons who die without disposing of their property by will. This involves the searching out of all assets, the effort to determine and locate legal heirs, and, through attorney's services, the final settlement of estates and the distribution of assets with the approval of the court.

The office is the only fee-basis, non-salaried office in the city and county service. Public administrator's and attorney's fees, as provided by law, are, by the charter, retained by those officials in payment of their services. The office should be on a salary basis, the necessary legal work should be handled by the City Attorney's office, and the fees fixed by law should revert to the city and county.

District Attorney:

The district attorney, an elective officer, is the city and county prosecutor. He is in charge of the prosecution of persons charged with criminal offenses before the police court and the superior court. He is in charge of the presentation of evidence before the Grand Jury as a basis for the indicting of persons for criminal offenses. He is likewise in charge of the issuance of citations and warrants growing out of alleged criminal offenses, and the acceptance and refund of bail and bail bonds posted to guarantee appearances in court to answer to criminal charges.

1926-27 Expenditures, Legal Offices:

The costs of the legal offices of the city for 1926-27, exclusive of the expenses paid from fees received by the public administrator, were:

	Operation	Equipment	Total
City Attorney	\$ 51,931	\$ 151	\$ 52,082
Public Defender	18,279	220	18,499
Public Administrator	930		930
District Attorney	100,870	2,572	103,442
Total	\$172,010	\$2,943	\$174,953

Superior Court:

There are sixteen elective judges of the superior court, one of whom is chosen annually by the members of the court as presiding judge. The judges divide among themselves the hearing of civil, criminal and probate cases. One of them also acts as judge of the juvenile court. The court also has charge of the impaneling of the grand jury and the naming of a lunacy commission.

A jury commissioner is appointed by and responsible to the court for the selection and checking of persons nominated by the judges or otherwise selected, for Grand Jury and court jury panels.

Judges appoint their own court reporters and interpreters. Court clerks are assigned by the county clerk and bailiffs are assigned by the sheriff.

San Francisco Law Library:

The San Francisco Law Library for the convenience of superior court and other judges is maintained in charge of a law librarian, appointed by and responsible to a board of fourteen law library trustees, of whom seven are ex-officio members from the superior court.

Juvenile Probation and Detention:

The juvenile probation department and the juvenile detention home are under the general jurisdiction of the juvenile court and under the direct jurisdiction of a probation committee appointed by the juvenile court judge. The probation board is composed of seven citizens and its powers are largely advising and consulting with the probation officer on policies. The department is in charge of a probation officer, and has the functions of investigating and recommending to the juvenile court on all cases involving juveniles or juvenile delinquency, contact with and guidance of juvenile dependents and delinquents, collection of money under juvenile court orders, disbursement of "maintenance of minors" allowances and state-school payments, and the care and detention of juvenile prisoners, delinquents or witnesses in the juvenile detention home.

Adult Probation:

The adult probation department is in charge of a chief probation officer, who is under direction of an adult probation committee of seven, appointed by the superior court. It is charged with the duty of contact with and guidance of all adult

prisoners on probation and parole who are residents in San Francisco, the receiving and allotting of payments made by probationers, the investigation of and report on pleas for adult probation, and, as a by-product of such activities, the contact with problems of juvenile dependency.

Police and Justices' Courts:

A justices' court of five justices of the peace, elective, and a police court of four police court judges, elective, have jurisdiction over minor civil and penal cases. The justices' court is restricted to civil cases involving less than \$300, and includes a small claims court, for the informal settlement of cases involving less than \$50. The police court is restricted to misdemeanors and preliminary hearings in felony cases, and has divisions known as the women's court and the traffic court.

A justices' court clerk, appointed by and responsible to the justices of the peace, is in charge of the office records, indexing, information and business affairs of the justices' court. The office serves primarily as a source of information to the public relative to the cases before the justices' court.

A 1924 constitutional amendment authorizes the creation of a "Municipal Court", in cities or cities

and counties having a population of 40,000 or more, by means of which justices' and police courts may be consolidated, and jurisdiction in various matters may be exercised concurrently with the superior court. A subsequent legislative enactment authorizes a municipal court of 15 judges and specifies attaches therefor, for San Francisco. The city has not as yet provided for such court organization.

1926-27 Expenditures, Court and Court Agencies:

The costs of the courts and subsidiary organizations for 1926-27 were:

	Operation	Outlays	Total
Superior Court	\$209,276	\$ 878	\$210,154
Agencies of Superior Court—			
Law Library.....	10,187	99	10,286
Examination of Insane (Lunacy Comm.).....	9,550	.....	9,550
Grand Jury	9,721	341	10,062
Juvenile Detention	36,439	830	37,269
Juvenile Probation	70,507	784	71,291
Adult Probation	29,959	1,071	31,030
Sub-Total	\$375,639	\$4,003	\$379,642
Justices' Court.....	54,959	88	55,047
Police Court	32,056	54	32,110
Total	\$462,654	\$4,145	\$466,799

Miscellaneous County Offices

Sheriff:

The sheriff, an elective officer, is an officer of the Superior Court, supplies bailiffs therefor, executes writs and attachments, assumes custody of property under attachment, and has charge of the three county jails. He performs no duties as a peace officer, which is the province of the Police Department. The sheriff takes charge of prisoners only when they are under jurisdiction of the Superior Court. He is responsible for the incarceration of prisoners under sentence of the Superior Court to the county jail, and for the transfer of prisoners and insane committed to state institutions.

County Clerk:

The county clerk, an elective officer, is likewise an officer of the court. He is responsible for the assignment of court-clerks to the various departments of the Police and the Superior Court, the calendaring and calling of court cases, the notation and writing-up of court proceedings, the custody and filing of court and case records, the issuance of marriage licenses, and the copying and certification of court orders.

County Recorder:

The recorder, an elective official, is responsible for the receiving of deeds, mortgages, marriage licenses and other documents filed for recording, the copying and indexing of these, the supplying of information to the public thereon, the preparation of certified copies thereof and collection of fees for recording.

Coroner:

The coroner, an elective official, is responsible for the investigation of all deaths under suspicious or unknown circumstances, the empaneling of coroner's juries and the conducting of hearings for the determination of causes of death, the ordering of autopsies and toxicological examinations, the recovery of bodies and the maintenance of a morgue therefor.

Horticultural Commissioner:

The horticultural commissioner, or inspector, is appointed by the Board of Supervisors, subject to the informal approval of the state director of agriculture, and is responsible for the inspection of

plants shipped into the county, and the inspection of and issuance of permits for plants to be shipped out of the county, for the purpose of guarding against the importation or trans-shipment of diseased plants and plant pests.

Sealer of Weights and Measures:

The sealer of weights and measures, or inspector, is appointed by the Board of Supervisors, subject to civil service, and is responsible for the checking of weights, measures and containers used in selling goods to the public, the confiscation of illegal weighing or measuring devices, and the prosecution of offenders.

Protection to Persons and Property

Police Department:

The administrative control of the Police Department is vested in a Police Commission of four citizens, who receive \$1200 per year salary for part-time service. The commission names a chief of police and a secretary, appoints and promotes members of the department, prescribes rules and regulations for the department, serves as a trial board for the consideration of action on charges filed against members of the department, administers the Police Relief and Pension Fund, and through its secretary's office, grants permits, after any necessary police investigation, for certain types of business, such as pawn-shops, "second hand" stores, auctioneering, detective agencies, dance halls and the like.

The Police Commission also sits with the Fire Commission as a joint board for administering the Department of Electricity.

The chief of police directs the activities of the police force, which includes twelve district companies for the general police protection of the city, a centralized detective bureau (including photographing and identification functions), a traffic bureau, a city prison, a property clerk's office for the custody of evidence, recovered property and prisoners' property, and a headquarters company for the handling of various administrative details, such as care of equipment, personnel records, complaints, and investigation of application for permits requiring police sanction.

The Police Department assigns bailiffs to each of the four Police Courts (bailiffs for the sixteen departments of the Superior Court are assigned by the sheriff). The city prison, in charge of the

1926-27 Expenditures,

Miscellaneous County Offices:

The costs of the miscellaneous county offices for 1926-27 were:

	Operation	Outlays	Total
Sheriff	\$119,946	\$3,354	\$123,300
County Jails.....	274,421	4,165	278,586
County Clerk	203,045	1,058	204,103
Recorder	127,300	421	127,721
Coroner	48,094	516	48,610
Horticultural Commissioner..	11,630	.....	11,630
Sealer of Wgts. & Measures	26,000	315	26,315
Total.....	\$810,436	\$9,829	\$820,265

Police Department, has no administrative connection with the three county jails, in charge of the sheriff. Warrants issued by Police Court judges are served by police officers; writs, attachments, warrants or commitments executed by Superior Court judges are served or carried out by the sheriff.

The costs of the Police Department for 1926-27 were:

	Operations	Outlays	Total
General	\$2,896,913	\$25,592	\$2,922,505
Traffic Control	261,391	30,362*	291,753
City Jail.....	67,665	.....	67,665
Total.....	\$3,225,969	\$55,954	\$3,281,923

*Cost of traffic signals manufactured by Department of Electricity charged to Police Department.

Fire Department:

The administrative control of the Fire Department is vested in a Fire Commission of four members, who receive \$1200 a year for part-time service. The commission appoints a secretary, a fire marshal (for the protection of property and the enforcement of laws relative to oils, explosives and combustible material) and a chief engineer, establishes rules and regulations for the department, creates fire companies deemed necessary, appoints personnel and serves as a trial board in disciplinary matters, and administers the Firemen's Relief Fund.

The Fire Commission sits with the Police Commission as a joint board for the administration of the Department of Electricity.

The chief engineer is the executive head of the fire-fighting forces and is in charge of all functions except those of the secretary's office and the fire marshal.

The department is completely motorized, and operates under the two-platoon system. In addition to the fire-fighting force, organized into companies, under nine day and nine night battalion chiefs, each in charge of a specified district, the department maintains a fire prevention and theatre inspection bureau, two fireboats, a corporation yard for the maintenance of equipment, and a high-pressure water system with two salt-water pumping plants, separate and apart from the water-supply system of the city. The state, through the Board of Harbor Commissioners, pays the city for the maintenance of one of the fire boats. The high-pressure system extends through San Francisco's congested business district and certain outside areas, and, although frequently used, is primarily a reserve supply for conflagrations and emergency purposes.

The costs of the Fire Department for 1926-27 were:

	Operations	Outlays	Total
General	\$2,983,805	\$173,523	\$3,157,328
High Pressure System	304,890	52,027	356,917
Total.....	\$3,288,695	\$225,550	\$3,514,245

Department of Electricity:

The control of the Department of Electricity is vested in a joint commission, composed of the eight members of the Fire and Police Commissions. The joint commission appoints the chief of the department and supervises its operations.

The operations of the department include construction, operation and maintenance of the fire alarm, and police telegraph and telephone systems; the issuance of permits for and the inspection of electrical wiring installations in private buildings; the inspection of overhead wiring of privately

owned electric companies; the manufacture, installation and maintenance of traffic signals, fire alarm boxes and police call boxes; and the laying of underground conduits.

The costs of the department for 1926-27 were \$240,809, of which \$30,362 was for traffic signals, shown above as charged to police department.

City Planning Commission:

The City Planning Commission is a body, created and empowered by ordinance of the Board of Supervisors, consisting of four citizens and nine city officials, ex-officio. Its duties are advisory only, in recommending to the Board of Supervisors policies, proposed legislation, and recommendations on proposed changes in existing ordinances dealing with zoning of property, "set-back" lines in districts being developed, and, on occasion, projects to be included in a general city plan. Its full-time force is limited to two men, with an engineer in charge.

There is a movement now under way, sponsored by the Commonwealth Club of California, to have the powers of the commission enlarged, to increase its jurisdiction to include general supervision over all major projects and planning activities of the city and county, and to increase its annual appropriation so that such work may be effectively carried out.

At present the activities of the commission are largely restricted to securing cooperation on the part of property-owners for the establishment of set-back lines for new buildings, the holding of hearings on proposed changes in the city's zoning laws, and recommendations to the supervisors on such proposals.

The expenditures of the commission for 1926-27 were \$7607.

Public Works and Utilities

Most of the public works functions of the city and, in addition, the construction and operation of municipally-owned utilities are under the control and management of the Board of Public Works. Elements of public works construction and management, not under the control of the Board of Public Works are the municipal airport (Mills Field) and street lighting, controlled by committees of the Board of Supervisors, and underground construction of conduits, controlled by the Department of Electricity. Fiscal control of certain of the public works' activities of the city and county is exercised by committees of the Board of Supervisors.

The Board of Public Works is composed of three members, appointed by the mayor, at \$4000 per year. This is the only administrative board required to devote full-time service. It is likewise the only administrative board that has not provided for a concentration, in a chief executive officer, of the direction and management of administrative activities under its control.

The several bureaus to which the functions of the Board of Public Works are assigned, the function of each, and the handling of such public works' functions are outlined in the following:

General Office:

The general office of the Department of Public Works is in charge of the secretary of the board. The general office handles the various details of formal proceedings required by law for proposed public improvements; the preparation of necessary resolutions, ordinances and advertisements incidental thereto; the recording and presentation to the board of protests, bids, contracts, etc., and the recording of board action thereon; and the maintenance of civil service records of the personnel of the department.

Bureau of Accounts:

The Bureau of Accounts of the Department of Public Works is in charge of a chief bookkeeper. The bureau handles the functions of departmental control-accounting for Municipal Railway operation, Hetch Hetchy construction, and general bureau operations; the issuing of requisitions and checking of bills for materials, supplies and equipment for all bureaus of the department; the issuing of street permits; the ordering, handling and issuing of supplies and materials; the maintenance of equipment; the posting of cost accounts; and the checking of time and preparation of payrolls and pay checks for all employees of the department.

Bureau of Engineering:

The city engineer is in charge of the Bureau of Engineering of the Department of Public Works, and supervises six main functions: (1) Hetch Hetchy water design construction and inspection of contract construction on the project; (2) Hetch Hetchy power, the same; (3) the design, construction and inspection of Municipal Railway extensions, additions and equipments; (4) the design and inspection of street, sewer and other public works projects, including the testing of materials and spreading and collection of local assessments; (5) the establishing of lines and grades; and (6) the acquisition of property required for Hetch Hetchy, street openings and other public improvements.

The city engineer, to a greater extent than any other municipal officer or department, is responsible for the formulation and development of plans and specifications for general developmental and public utility projects.

The city engineer's office cooperates closely with other bureaus of the Board of Public Works, and with other city departments, in the development of plans and estimates for street sewer reconstruction,

Civic Center development, municipal airport, and major projects such as Aquatic Park, Yacht Harbor, etc.



HETCH HETCHY PIPE LINE
SAN FRANCISCO BAY CROSSING AT DUMBARTON

Water Construction and Operation:

The city engineer is in immediate charge of the design and construction of the Hetch Hetchy project involving the ultimate development of a water supply from Sierra sources of 400,000,000 gallons daily for the city and contiguous areas. To date, San Francisco has expended or authorized \$79,000,000 for this development, the first units of which are scheduled for completion in 1932. On such completion, 60,000,000 gallons daily will be added to San Francisco's domestic water supply, or more than double the present consumption.

The project is designed and constructed so that units of supply, each of 60,000,000 gallons daily, may be added, up to 250,000,000 gallons, after which, by increasing the heights of dams and boring an additional tunnel, the supply may be developed to 400,000,000 gallons daily, if and as required.

Practically 110 miles of the 160-mile conduit has been completed. The design and construction, or inspection of construction, has been a function of the city engineer's office.

In addition, a power house developing 100,000 h. p. has been constructed, the operation of which is in charge of the city engineer's office. This is producing a gross revenue of over \$2,000,000 a year, which, after operating and depreciation charges, has produced an annual net income of approximately \$1,800,000 for the payment of bond interest and redemption charges on bonds issued for the

construction of the Hetch Hetchy water-supply project.

Expenditures for water conduit construction from bond funds during 1926-27 totalled \$2,569,903.

City Engineer—Special Assessments:

The proposal, and the levying of local assessments, for financing the cost of public improvements that produce important local benefits, are functions of the city engineer's office.

San Francisco's policy for the financing of public improvements by special assessments is restricted to "frontage" assessments for original paving, including sidewalks, curbs, sewers, grading and pavement, and to district assessments for tunnel projects where the assessments have been spread over large areas deemed to be benefited by street railway arteries created by such tunnels.

By specific charter provisions, "accepted" streets (paved streets, with sewer, water and gas pipes installed) must be kept in repair by the city and county. Street reconstruction costs, therefore, can not be defrayed by special assessment under existing charter provisions.

The same policy has been applied to sewer construction and reconstruction, all of which has been financed, or is proposed to be financed, from budget or bond funds.

The opening of new traffic arteries has been financed from budget, "county road" (state subvention) or bond funds. The development of parks and playgrounds has been carried on out of budget funds and is proposed to be expedited by bond issues, without thought of levying special assessments on specially benefited areas for these purposes.

Municipal Railway extensions have likewise been financed out of bond funds or utility revenues, without consideration of the possibility or equity of special assessments against specially benefited property for these improvements.

Water and electric-distribution facilities are privately owned and the extensions of these have been matters of no fiscal concern to the municipality.

San Francisco attempts to finance by annual budget appropriation or bond issues, many public improvements that other large cities finance, in whole or in part, by local assessments against property deemed to be especially benefited by such improvements. A recent study by the Kansas City

Public Service Institute indicated that the per capita ratio of special assessment work in San Francisco was by far the lowest among 21 large cities—90c per capita for San Francisco, as compared with an average per capita ratio of \$7.84 for the 21 cities, and a maximum of \$20.16 per capita for the city of St. Paul, Minn.

The San Francisco policy of restricting special assessments, and attempting to finance all general and many local improvement projects out of annual budget appropriations or bond funds creates a political problem of major importance, and has operated to delay the securing of many necessary improvements for long periods.

San Francisco should adopt a policy of requiring that public improvements of specific local benefit should be financed, either wholly or partially, by special assessments against the privately-owned property that will be specially benefited by such improvements.

City Engineer—Highways and Sewers:

Street and boulevard construction and reconstruction projects are handled by the city engineer's office, either completely or in cooperation with the Bureau of Street Reconstruction. Expenditures for these purposes, aside from original construction financed by the levying of special assessments, are financed from budget funds or state subventions to the county from motor-vehicle license and gasoline-tax revenues ("Good Roads Fund").

These revenues are taken into consideration when the amount of street work to be undertaken is determined upon at the time of fixing the annual budget, but street construction or reconstruction to be financed from such state subventions is not included in the budget.

Expenditures for street work include the purchase of land for opening streets, such as the Van Ness Avenue extension, the construction of new streets and re-building of present streets. For 1926-27 they totaled:

From Tax Funds.....	\$ 716,654
From State Funds.....	767,984
Total.....	\$1,484,638

Boulevard Bonds: In November, 1927, the city and County voted to issue \$9,380,000 of bonds for new boulevards. The projects and estimated costs are as follows:

Bayshore Highway, to County Line.....	\$2,265,000
Widening Junipero Serra Blvd. to County Line	850,000
Alemany Boulevard, to J. S. Boulevard.....	2,365,000
19th Avenue Extension, to J. S. Boulevard.....	500,000
Sunset Boulevard (Property Only).....	1,900,000
Esplanade Extension	475,000
Great Highway Improvements.....	525,000
Van Ness Avenue Extension.....	500,000
Total.....	\$9,380,000

Sewer Construction and Reconstruction: All main sewer construction and reconstruction is under the direction of the city engineer's office. Such work is financed entirely from tax appropriations. It has been the policy during recent years to appropriate an amount averaging \$200,000 annually for this purpose. Expenditures for 1926-27 for new sewers were \$173,480.

Bureau of Architecture:

The Bureau of Architecture of the Department of Public Works is in charge of a superintendent of construction. The functions of the bureau include the preparation of plans and specifications for the alteration of city buildings, cooperation with all departments in preparing preliminary estimates and designs for buildings required by such departments, assignment to private architects of the work of design and specifications of specific public buildings, and the inspection of contract construction of public buildings.

Building Inspection:

The Bureau of Building Inspection of the Department of Public Works is in charge of a chief engineer of building inspection. He is responsible for the supervision of private building construction and alteration, and to see that such operations conform to law. This involves the examination of plans and specifications, the engineering analysis of steel-structural specifications, the issuance of permits for approved construction and the inspection of construction operations. An additional function of the office is the inspection of high-pressure boilers.

(The inspection of electric wiring in private buildings is in charge of the Department of Electricity. The inspection of plumbing in private buildings is a function of the Health Department. The inspection of the use of streets for storing building material incidental to the construction of private buildings is a function of the Bureau of Engineering).

Street and Sewer Maintenance:

The cleaning, maintenance and reconstruction of streets and sewers are assigned to three bureaus of the Department of Public Works:

The Bureau of Street Cleaning is in charge of a superintendent, who is responsible for the hand-sweeping and flushing of streets and the removal and disposal of street dirt.

The Bureau of Sewer Cleaning and Repair is in charge of a superintendent, who is responsible for the cleaning of sewers and catch-basins and disposal of cleanings, the excavation, cribbing, reconstruction and backfilling of sewers in need of reconstruction, the laying of house-connections to laterals, and the operation of a sewage pumping plant. The costs of digging and backfilling of "side-sewer" trenches and the laying of house connections, or "side sewers" are charged to individual property owners.

The Bureau of Street Reconstruction and Repair is in charge of a superintendent, who is responsible for the maintenance and repair of cobble, granite block and asphalt paved streets, the resurfacing of asphalt streets, the reconstruction (grading, concreting and surfacing) of streets as authorized by the supervisors, the mixing of asphalt, the operation of a rock-crusher and the resetting of granite curbs.

Public Building Maintenance:

The Bureau of Public Buildings of the Department of Public Works, is in charge of a superintendent, who is responsible for the maintaining and repairing all public buildings, including schools, the cleaning of public buildings, the operation of steam plants and elevators in public buildings, exclusive of schools, and the operation and maintenance of public bridges.

Municipal Railway:

The Municipal Railway is a bureau of the Department of Public Works in charge of a superintendent. The superintendent and the city engineer cooperate in recommendations dealing with extensions and additions to the system, and the electrical-engineering features of operation and maintenance.

The operation of the Municipal Railway, in charge of the superintendent, involves the conducting of bus and street railway transportation, the operation of shops and field gangs for the maintenance of plant and equipment and the cleaning of cars, the training, promotion and disciplining of

personnel, the continuous readjustment of schedules, the adjustment of damage claims, the accounting for cash receipts, and the compilation of operating costs and statistics.

The revenues of the municipal railway for 1926-27 were \$3,466,759. Expenditures, including depreciation fund requirements and reserves, were:

Operation and Reserves.....	\$3,217,361
Bonded Debt Payments.....	365,768
Improvements	399,992
Total.....	\$3,983,121

The existing provisions of the charter divide responsibility for utility construction and management between the Board of Public Works and the Board of Supervisors. This has resulted in conflicts of jurisdiction as to extension, operation and management policies of the Municipal Railway, with resulting bad financial effects.

Accordingly, the Board of Supervisors has had the city attorney draft a charter amendment to centralize utility management and control in a Utilities Commission of three members. This is to be "ordered submitted" by the supervisors at the November, 1928, election.

Health and Sanitation

The Department of Public Health is under the management of a Board of Public Health, composed of seven members who serve without compensation. The board operates through a health officer as its chief executive, and has management and control of hospitals and similar institutions and of all matters pertaining to the health of the citizens, including vital statistics, care of indigent sick, control of nuisances, sanitary supervision of schools and other public institutions, disposal of refuse, etc.

Health and Inspection Functions:

The central office of the Board of Public Health includes dental, health center and venereal clinics, field nursing (including examination of school children suspected of disease or mental infirmity, and investigation of home conditions in tuberculosis cases), chemical and bacteriological laboratories, fumigation and rat extermination forces, milk, dairy and food inspection, meat and animal slaughter inspection, plumbing inspection, the inspection of lodging houses and of garbage and other complaints dealing with health conditions, and the compilation of vital statistics (birth and death records).

Divided Responsibility for Functions:

Although the functions of street reconstruction, street lighting, repair of public buildings and operation of public utilities are by charter vested in the Board of Public Works, the responsibility for these is divided. The Board of Supervisors, through its control of appropriations, exercises complete control of street lighting, and exercises a controlling interest over street reconstruction, building repair and utility wages, additions and extensions. Obviously responsibility for these functions cannot be fixed.

Expenditures, 1926-27:

The expenditures of the bureaus and functions of the Board of Public Works for 1926-27, exclusive of public utility and bond expenditures, were:

Administration—Gen'l ..	\$132,839	\$ 674	\$ 133,513
Bur. of Engineering.....	175,524	2,167	177,691
Bur. of Architecture	13,836	386	14,222
Building-Boiler Inspect....	65,938	96	66,034
Maint'nce of Buildings*	335,288	154	335,442
Bur. of Stores and Yds.	66,304	50	66,354
Bur. of Street Cleaning..	562,565	5,864	568,429
Bur. of Sewer Cleaning	209,250	173,955	383,205
Bur. of Street Repair.....	660,310	10,394	670,704

Totals.....\$2,221,854 \$193,740 \$2,415,594

*Does not include maintenance of fire, police, health and school buildings.

The accounting records, purchase orders, etc., are maintained and controlled in an accounting division of the central office.

Closely allied to the food and market inspection activities of the Board of Health are the inspectional and checking activities of the sealer of weights and measures, an independent bureau under the control of the Board of Supervisors.

The city pound is operated by the Society for the Prevention of Cruelty to Animals and is supported by a city appropriation for this purpose.

Institutions and Welfare:

The several institutions under the control and management of the Board of Health include:

(1) The San Francisco Hospital for the care and treatment of the sick poor, including a "social service department" for the checking of the financial status of applicants for admission to city and county institutions;

(2) The Isolation Hospital, a branch of the San Francisco Hospital, for the care and treatment of contagious diseases;

(3) The Tuberculosis Hospital, a branch of the San Francisco Hospital, for the temporary care and observation of tubercular cases;

(4) The Laguna Honda Home, for the care and housing of the aged poor, including the operation of an infirmary and the operation of a farm, stable and dairy;

(5) The health farm in San Mateo County, for the treatment of tuberculosis patients;

(6) The Emergency Hospitals, five in number, for injury and emergency cases; a detention hospital for the temporary care of insane and alcoholics, is practically a part of the central Emergency Hospital.

Other social service activities of the city, allied to the social service activities of the San Francisco Hospital, include the Widows' Pension Bureau, under the Board of Supervisors which controls the administration of financial aid to widows with dependent children; the superintendent of burials, a contractual relationship administered by the Board of Supervisors, for the burial of the indigent dead; and the administration, by the juvenile probation officer, of the payment of city funds to various in-

stitutions for the maintenance of dependent minors.

There is the necessity for a proper coordination of health and inspectional functions, on the one hand, and a concentration of institutional administration on the other hand. In addition, it has been recommended by one of the departments concerned, that there is need for coordination in the handling of all cases involving the dependency of children.

The 1926-27 expenditures for functions under control of the Board of Health and related welfare activities were:

	Operation	Outlays	Totals
Board of Health			
Administration	\$ 377,295	\$ 7,614	\$ 384,909
Inspectional Services	59,888	-----	59,888
Burial of Dead Animals	6,000	-----	6,000
San Francisco Hospital	960,810	84,776	1,045,586
Laguna Honda Home	429,043	36,829	465,872
From Bond Funds	-----	671,698	671,698
Health Farm (San Mateo County)	3,005	195,159	198,164
Emergency Hospitals	187,027	1,739	188,766
Payments for Dependents			
Widows' Pensions			
Bureau Administration	14,490	4,856	19,346
State aid	211,433	-----	211,433
Outside poor relief	29,709	-----	29,709
Insane in hospitals	114,371	-----	114,371
Relief of Blind	15,750	-----	15,750
Burial of Indigents	6,457	-----	6,457
Maintenance of Minors by State	724,664	-----	724,664
Totals	\$3,139,942	\$1,002,671	\$4,142,613

Recreational Activities

Parks and Museums:

A Park Commission of five members, who serve without pay, controls the Park Department activities of the city. The Park Commission is empowered to adopt rules and regulations for the use and government of park lands, to appoint all necessary employees, none of whom are subject to civil service, to fix salaries and wages for employees, and to accept donations.

The administrative control of the department is vested in a superintendent and, for certain matters, in the secretary of the Park Commission.

The charter provides that a tax of from 7 to 10 cents on each \$100 of assessable property may be levied for park purposes. These tax funds, together with revenues received from various activities conducted by the Park Department are, by charter, administered by the commission and are not subject to the control of the Board of Supervisors. Accounting control is maintained by the auditor, as with other city funds. During recent years the 10-cent maximum tax has been levied annually, most of which has been expended for park maintenance. The supervisors have appropriated additional sums

annually for the purchase of land and other capital expenditures for park development.

The commission maintains all public park areas in the city—Golden Gate and Lincoln Parks and 20 small parks, as well as the grounds of all public buildings. In addition, the commission supervises twelve other public-recreation activities, including public golf courses, a swimming pool, playgrounds, a chalet, two stadia, an athletic pavilion and other activities, some of which are wholly, or in part, self-supporting from revenues received.

In addition to the park functions, the Park Commission also has partial jurisdiction, by reason of partial membership on special commissions, over the De Young Memorial Museum in Golden Gate Park, and the California Palace of the Legion of Honor in Lincoln Park. The California Palace of the Legion of Honor and the De Young Museum are maintained from special tax funds. The Steinhart Aquarium, a gift to the city and under the management and control of the California Academy of Sciences, is located in Golden Gate Park and is maintained and operated from tax funds.

Band concerts in Golden Gate Park are provided for from park department revenues. Concerts in

other public parks and music at public functions are supplied by the municipal band, which is maintained by funds under the control of the Board of Supervisors. Public celebrations and entertainment of distinguished visitors to the city are held under the direction of citizens' committees appointed by the Mayor.

1926-27 Park and Museum Expenditures:

The costs of the Park Department and those related activities partially controlled by the Park Commission for 1926-27 were as follows:

	Operations	Outlays	Total
Park Department	\$ 928,233	\$504,308	\$1,432,541
Steinhart Aquarium	45,000	-----	45,000
De Young Museum.....	56,943	834	57,777
California Palace.....	56,253	1,661	57,914
Music and Celebrations	53,489	-----	53,489
Total.....	\$1,139,918	\$506,803	\$1,646,721

Playgrounds:

The Playground Commission is composed of five citizens and two ex-officio members. The activities

of the commission are in charge of a superintendent of playgrounds. Like the Park Commission, it has charge of its own funds. The charter provides an annual tax rate of from 5 to 7 cents for playground purposes, which shall include capital outlays for lands and improvements. The commission has jurisdiction over thirteen playgrounds and two baths. (Fleishhacker pool and play field, the Aquatic Park, the municipal golf links, and playgrounds located in Golden Gate Park are controlled by the Park Department).

The Playground Commission maintains Mather Camp on a tract of city-owned land near the O'Shaughnessy Dam of the Hetch Hetchy project in the Sierra Nevada as a municipal camp where citizens may spend vacations at cost.

Costs of the Playground Commission for 1926-27 were:

	Operations	Outlays	Total
General	\$227,095	\$280,534	\$507,629
Camp Mather	15,871	-----	15,871
Total.....	\$242,966	\$280,534	\$523,500

San Francisco Schools and Libraries

School Department:

The San Francisco School Department functions as a single administrative unit and includes all the elementary, junior high and high schools within the city and county limits. Under state laws, it probably has triple jurisdiction—as elementary, junior high and high school districts in the city and county. School district boundaries are co-terminous with city and county boundaries.

The Board of Education, which has management and control of the San Francisco School Department, is composed of seven members, nominated by the mayor and elected by the people. It conducts the elementary, junior high and high school educational functions of the city as a unit, operating through an appointive superintendent of schools as a single executive officer.

The School Department is largely independent of city and county control, in that its expenditures and operations are primarily governed by state laws. However, certain of its non-teaching personnel must be secured through civil service, its purchases must be made through the bureau of supplies, its buildings must be designed and constructed through the Board of Public Works, its payments must be approved by the auditor, who also maintains accounting records as for other city

operations, and in other ways the department has a definite tie-in with other city and county operations.

The Board of Education adopts rules and regulations for the department and controls matters of general policy regarding school building facilities, teaching and curricula. The board appoints the superintendent of schools, who is the administrative officer. The superintendent has eight deputies in charge of various divisions of school work, which include high schools, junior high schools, elementary schools, kindergartens, part-time and evening schools, statistical service and business administration. The examination and appointment of teachers, and the text books to be used, are governed by the provisions of state laws.

The number of school buildings, seating capacity and teachers, according to the 1926-27 report of the school department, were as follows:

School	Buildings	Class Rooms	Seating Capacity	Teachers
Senior High	7	271	12,033	721
Junior High	6	94	5,135	199
Elementary	87	1,314	56,247	1,702
Totals.....	100	1,679	73,415	2,622

The average daily attendance for 1926-27, operating costs, and costs per pupil computed according

to State standards for part-time and evening schools, were as follows:

School	A.D.A.	Operating Costs	Costs per Pupil A.D.A.
Senior High	10,480	\$1,666,227	\$159.00
Part-time High	3,062	183,321	239.47
Adult Education	51	9,751	190.60
Evening High	2,480	165,229	133.27
Junior High	4,262	595,433	139.72
Elementary-Kindergarten	44,869	4,797,937	106.93
Evening Elementary	984	56,294	114.44
Totals.....	66,188	\$7,474,192	\$120.48

The operating costs do not include the interest and redemption of bonds issued for school purposes, which are met from general tax funds. The interest and redemption of school bonds for 1926-27 totalled \$1,209,915; which would add \$19.46 to the cost per pupil in average daily attendance, making a total operating cost per pupil of \$139.94. Operating costs also do not include pro rata charges for services which the school department receives

from the city's purchasing bureau, the civil service commission, administration of school building repairs by the board of public works, or the housing of the school department's administrative offices in the City Hall.

School Administration:

School departmental organization in San Francisco is divided into two principal groups—teaching and business administration. The teaching, or professional functions, are generally governed by state laws.

The Board of Education has recently adopted the "six-three-three" plan of division of grades and plans to eventually extend this unit system throughout the city, as rapidly as the building of new school units will permit. The plan provides for elementary schools to include grades one to six, junior high school to include grades seven to nine, and senior high schools, grades ten to twelve. Kin-



SAN FRANCISCO'S OCEAN BEACH AND ESPLANADE

dergartens are grouped with elementary school units.

In addition, the department maintains special schools for the deaf, the physically defective, habitual truants, delinquents and an ungraded school for exceptionals.

The business administration of the department includes accounting and preparation of budget estimates, supervision of maintenance and repair of school buildings, requisitions for and payment of supplies, operation of school cafeterias, requisition and distribution of supplies, and the planning of type and location of new buildings.

School Buildings:

Prior to the 1927-28 budget, the Board of Supervisors exercised general powers of revision of School Department budget estimates. In September, 1927, the Board of Education secured a decision from the Supreme Court upholding its contention that it has the sole power to determine the amount of the annual school budget, within limits of taxation fixed by state law.

Bond issues for school building purposes were issued in 1918 and 1923. The last of the proceeds of the \$12,000,000 1923 bond issue were spent for construction during 1926-27. In addition, a special tax has been levied during recent years for new school buildings. It is the present policy of the school board that a special tax to produce approximately \$2,000,000 shall be levied annually for new construction needs, in order that new buildings may

be provided on the economical "pay-as-you-go" basis and that future bond issues for new schools may be avoided.

1926-27 School Expenditures:

Expenditures for school purposes for 1926-27 were:

Operation	\$ 7,363,973
Outlays—From Tax Funds.....	771,134
Outlays—From Bond Funds.....	3,645,318
Total.....	\$11,780,425

Public Library:

The San Francisco Public Library, consisting of the main library in the Civic Center and nine branch libraries, is under the management and control of a board of twelve trustees. The board is self-perpetuating, filling its own vacancies, except the Mayor as an ex-officio member.

The board is empowered to appoint all of its officers and employees, to fix their salaries, to prescribe and enforce necessary rules and regulations, to administer trusts, and to administer all library funds. Such funds are derived from revenues of the department, and from an annual tax of from 2½ cents to 3¾ cents per \$100 of assessed valuation.

Library expenditures for 1926-27 were:

Operation	\$222,697
Outlays	85,669
Total.....	\$308,366

General and Fiscal Data

Population Estimate:

As for San Mateo County, a 1927 population estimate for San Francisco has been compiled for this report on the basis of reliable factors which indicate the growth of the community.

For San Francisco, a larger number of factors are available and an estimate can be more accurately computed. The four, which experience has shown to most closely approximate the actual trend of growth, are average daily school attendance, water service connections, family accommodations and total names listed in annual directories of San Francisco.

In the following table the factors and the United State Census for San Francisco as of January 1, 1920, are shown in the first column. The second column shows the ratio between each factor and the census figure. The factors compiled for the city as of January 1, 1927, are shown in the third column and the population estimate for San Francisco, based on each of these factors as multiplied by the 1920 ratio for each factor, are shown in the last column. The average of these estimates, 676,367, is included and is the estimate of the population of San Francisco adopted for purposes of this report.

San Francisco Population Estimate

	Factors as of Jan. 1, 1920	Ratio Between U.S. Census and each Factor.	Factors as of Jan. 1, 1927.	Pop. Estimates Based on Factors as of Jan. 1, 1927.
United States Census.....	506,676	-----	-----	-----
Average daily public school attendance	46,046	11.00369	56,656	623,425
Spring Valley Water service connections	67,757	7.47783	100,418	750,908
Total new family accommo- dations added yearly.....	123,342	4.10789	168,215	691,008
Total number of names listed in S. F. directory.....	221,015	2.29249	279,228	640,127
Average of all factors.....	-----	-----	-----	676,367

Table No. 29—San Francisco Bonded Indebtedness, as of June 30, 1927

PURPOSE OF ISSUE	Year of Issue	Year of Maturity	Rate of Interest	Amount Authorized	Amount Sold	Redemption to date	Amount out- standing this date
General Government							
Hall of Justice	1908	1931	5%	\$ 1,000,000	\$ 1,000,000	\$ 750,000	\$ 250,000
City Hall	1912	1960	5%	8,800,000	8,800,000	2,000,000	6,800,000
Fire Protection	1908	1955	5%	5,200,000	5,200,000	1,430,000	3,770,000
Streets	1904	1928	3½%	1,621,000	972,000	891,000	81,000
Sewers—Garbage							
Garbage System	1908	1930	5%	1,000,000	888,000	720,000	168,000
Sewers	1908	1954	5%	4,000,000	4,000,000	1,200,000	2,800,000
Hospitals—Institutions							
Hospitals	1908	1932	5%	2,000,000	2,000,000	1,400,000	600,000
Hospital and Jail	1913	1932	4½%	1,700,000	1,700,000	1,200,000	500,000
Relief Home	1923	1947	5%	2,000,000	2,000,000	-----	2,000,000
Education							
Schools	1908	1938	5%	5,000,000	5,000,000	2,600,000	2,400,000
Schools	1918	1942	4½%	3,500,000	3,500,000	875,000	2,625,000
Polytechnic High School	1910	1937	4½%	600,000	600,000	350,000	250,000
Schools	1923	1967	5%	12,000,000	11,000,000	-----	11,000,000
Library	1904	1944	3½%	1,647,000	1,588,000	904,200	683,800
Parks							
Golden Gate Park and Presidio Extension	1904	1944	3½%	330,000	328,000	180,400	147,600
Mission Park	1904	1944	3½%	293,000	292,000	160,600	131,400
Playgrounds	1904	1944	3½%	741,000	740,000	407,000	333,000
Public Utilities							
Geary Street Railway	1910	1934	4½%	1,900,000	1,900,000	1,140,000	760,000
Market Street Railway	1910	1934	4½%	120,000	81,000	48,000	33,000
Water (Hetch Hetchy)	1910	1964	4½%	45,000,000	45,000,000	7,000,000	38,000,000
Municipal Railways	1913	1952	5%	3,500,000	3,500,000	896,900	2,603,100
Water—Construction	1925	1969	5%	10,000,000	5,400,000	-----	5,400,000
Exposition	1912	1939	5%	5,000,000	5,000,000	2,590,000	2,410,000
				\$116,952,000	\$110,489,000	\$26,743,100	\$83,745,900

Bonds issued for these two purposes, as shown in the following table, total \$45,810,000, leaving a net debt under the charter 12% limit of \$37,935,900. The ratio of the gross debt to the 1927-28 assessed valuation (\$783,771,568) is 10.7 per cent and the net debt is 4.8 per cent.

If bonds issued for school purposes are controlled by State laws, as are school expenditures, and are not subject to charter limitations, the debt applicable to the 12 per cent limit would be further reduced by \$16,275,000, leaving a net debt of \$21,660,900, which is 2.7 per cent of the 1927-28 assessed valuation.

Since July 1, 1927, the city has authorized the

Corporate Assets:

The value of the corporate property owned by San Francisco, exclusive of street, sewer and lighting systems, totals \$147,359,127, and includes property dedicated to joint city and county purposes. The corporate assets, itemized according to purposes for which they are used, are shown in comparison with San Mateo County corporate assets in Table No. 32, page 154.

Bonded Debt:

The total bonded debt of San Francisco outstanding June 30, 1927, was \$83,745,900. The bonded debt limit, as fixed by charter, is 12 per cent of the assessed valuation, exclusive of bonds issued for water supply and for the 1915 Exposition.

following bond issues:

War Memorial	\$4,000,000
Bernal Cut	1,400,000
Boulevards	9,380,000
Hetch Hetchy Completion.....	24,000,000
Spring Valley Purchase.....	41,000,000

Total.....\$79,780,000

The bonded debt status as of June 30, 1927, by purposes for which bonds were issued, is shown in the foregoing table.

Revenues and Expenditures

The total revenues of San Francisco for 1926-27 were \$44,355,091, exclusive of special assessments and agency transactions (collection of inheritance taxes for the State, bequest funds, etc.), and ex-

penditures totalled \$47,927,598. Expenditures in excess of revenues were met from bond issues (Hetch Hetchy, Schools, Relief Home) sold in previous fiscal years, and from balances in funds.

Revenues from taxes were \$28,084,154, or 80.6 per cent of revenues (\$34,822,024) other than from public utilities and bond issues. On a basis of an estimated population of 676,367 for 1927, the per capita tax cost for San Francisco for 1926-27 was \$41.67. The per capita cost for all governmental expenditures (\$35,315,935) was \$52.21.

The revenues by sources and expenditures by functions of San Francisco for 1926-27 were as follows:

**Table No. 30—San Francisco Revenues,
1926-27**

INCOME FROM REVENUE			
Taxes			
Accrued	\$27,992,029		
Penalties, etc.	92,125	\$28,084,154	
Licenses			
Business	806,805		
Non-Business	157,620	964,425	
Franchises		265,233	
Fines			
Superior Courts	13,901		
Police Courts	68,926	82,827	
Departmental Revenues		1,282,613	
Rents		8,781	
Interest		386,616	
Subventions			
From State			
Refund—Pre-1911 Bonds..	140,098		
Elementary Schools	1,287,972		
High Schools	325,173		
Orphans' Aid	134,584		
T. B. Subsidy	33,649		
Fire Boats	65,000		
Widows' Pensions	122,590		
Motor Vehicle Taxes.....	950,323		
From United States			
High School Aid.....	16,162		
Prisoners' Care	23,308	3,098,859	
Miscellaneous			
Auditorium		93,828	
Public Utilities			
Municipal Railway	3,466,759		
Water Works	17,238		
Hetch Hetchy Power.....	2,391,089	5,875,086	
Total Revenues.....		\$40,142,422	

INCOME OTHER THAN REVENUE

Sale of Bonds, 1925 Water Issue.....	\$ 3,657,981
Sale of Property, Fire Department Lands.....	99,225
Miscellaneous Sales	367,739
Contributions, Employees' Retirement Fund..	87,724
Total.....	\$ 4,212,669
Total All Income.....	\$44,355,091

**Table No. 31—San Francisco Expenditures,
1926-27**

Governmental	Operation	Outlays	Total
General Government			
Legislative	\$ 212,740	\$ 1,021	\$ 213,761
Mayor	44,891	6,361	51,252
Fiscal Offices	650,725	9,878	660,603
Recorder	127,300	421	127,721
Elections	328,518	227,290	555,808
Civil Service Commission	32,713	140	32,853
City Planning Commission	7,607		7,607
Bd. of Public Wks.—Gen'l	322,199	3,227	325,426
Buildings and Grounds.....	349,520	154	349,674
Totals.....	\$2,076,213	\$ 248,492	\$2,324,705
Courts—Legal Agencies			
Courts	\$ 305,841	\$ 1,020	\$ 306,861
Probation	148,540	2,682	151,222
Legal Offices	171,078	2,942	174,020
County Clerk	203,045	1,058	204,103
Law Library	10,187	100	10,287
Grand Jury	9,720	341	10,061
Coroner	48,094	516	48,610
Public Administrator	930		930
Totals.....	\$ 897,435	\$ 8,659	\$ 906,094
Protection to Persons and Property			
Police Department	3,225,969	25,592	3,251,561
Fire Department	3,288,694	225,549	3,514,243
Pound	15,000		15,000
Building Inspections	140,665	96	140,761
Other Inspections	60,319	315	60,634
Dept. of Electricity.....	186,436	646	187,082
Sheriff	119,946	3,354	123,300
County Jail	262,789	4,165	266,954
Totals.....	\$7,299,818	\$ 259,717	\$7,559,535
Health—Sanitation			
Health Services	439,086	7,614	446,700
Sewers	209,250	173,955	383,205
Totals.....	\$ 648,336	\$ 181,569	\$ 829,905
Streets—Highways—Bridges			
Construction		1,478,761	1,478,761
Maintenance	660,310	10,394	670,704
Stores and Yards.....	66,304	50	66,354
Street Cleaning	562,565	5,864	568,429
Street Lighting	629,621		629,621
Totals.....	\$1,918,800	\$1,495,069	\$3,413,869
Charities—Welfare			
Institutions	2,696,760	323,359	3,020,119
Education			
Schools	7,363,954	771,153	8,135,107
Libraries	222,697	85,669	308,366
Recreation			
Park Department	928,233	504,308	1,432,541
Playground Department..	242,966	280,534	523,500
Steinhart Aquarium	45,000		45,000
De Young Museum	56,943	834	57,777
Palace of Legion of Honor	56,253	1,660	57,913
Music and Celebrations.....	53,489		53,489
Totals.....	\$1,382,884	\$ 787,336	\$2,170,220
Pensions			
Police	181,509		181,509
Firemen	378,661		378,661
General Employees	730,921	53	730,974
Exempt Firemen	4,924		4,924
Totals.....	\$1,296,015	\$ 53	\$1,296,068
Miscellaneous			
Publicity and Advertising	65,601		65,601
Tax Judgments	175,288		175,288
Auditorium	110,81	322	110,403
Airport	1,615	82,723	83,338
Undistributed	115,439		115,439
Totals.....	\$ 468,024	\$ 83,045	\$ 551,069
Bonded Debt Payments.....			4,800,878
Total—Governmental	\$31,071,814	\$4,244,121	\$35,315,935
Non-Governmental			
Public Utilities			
Water Works	22,279	16,753	39,032
Hetch Hetchy Power.....	1,623,407	79,184	1,702,591
Municipal Railway	3,583,129	399,992	3,983,121
Totals.....	\$5,228,815	\$ 495,929	\$5,724,744
From Bond Issues			
Relief Home		671,698	671,698
School		3,645,318	3,645,318
Hetch Hetchy Water.....		2,569,903	2,569,903
Totals.....		\$6,886,919	\$6,886,919
Grand Total—			
All Expenditures	\$36,300,629	\$11,626,969	\$47,927,598

Chapter X

Comparable Data of San Francisco and San Mateo Counties

FOR the purpose of completing the analysis of the government factors of San Francisco and San Mateo counties, a series of tables is presented of comparable physical and fiscal data.

Assessed Valuations and Tax Rates:

Assessed valuations and tax rates of San Mateo County, the cities of the county, and San Francisco cannot be directly compared because they are not determined on the same basis. Comparable tax rates may be approximated within a reasonable degree of accuracy by the use of authoritative ratios of assessed valuations of property to true value and the adjustment of tax rates to a common basis of valuations.

The common basis on which comparable tax rates for both counties can be computed most readily is the assessed valuation of property of San Mateo County for county purposes. Comparable tax rates of San Mateo cities for all purposes for 1927-28 were computed on this basis in Table No. 22, page 99.

By determining the percentages of the county's assessed valuation of city property to actual (100 per cent) value and of property outside of cities to actual value, a ratio can be established for computing comparable tax rates of areas outside of cities with the equated tax rates for cities.

Known percentages of the county's assessed valuation of property to actual value, as established by the scientific reappraisals of property of San Mateo City and Redwood City, are 19.85 per cent and 17 per cent, respectively. An average of these computations is 18.5 per cent, which, for the purposes of this report, is assumed as representative of all city property in the county. The Spring Valley Water Company has determined that the county's valuation of its property outside of cities averages 30 per cent of the actual value fixed by the State Railroad Commission.

Comparable tax rates for areas outside of cities can be computed by multiplying actual tax rates fixed on the county's valuation of property of such areas by 1.62, the ratio between the percentage (18.5) of actual value of city property and the percentage (30) of actual value of property outside of cities.

In the same manner San Francisco's tax rate can be made comparable to the equated tax rates of the cities of San Mateo County and of areas outside of cities.

A computation made by the Board of Reappraisal of the ratio of assessed valuations of property in San Francisco to the actual value, as determined by the Reappraisal Board, but not accepted by the Assessor, indicated that assessed valuations of San Francisco averaged 38 per cent of actual.

The city engineer, as a basis for preliminary determination of the value of property which the city is to purchase for improvements, uses the assessed valuation as 40 per cent of actual value. For the purposes of this report, the lower figure of 38 per cent is used because it produces a higher equated tax rate. A comparable tax rate for San Francisco is obtained by multiplying the 1927-28 tax rate (\$3.80) by 2.054, the ratio between the percentage (18.5) of actual value of city property of San Mateo County and the percentage (38) of actual value of San Francisco property.

The range of comparable tax rates of the cities of San Mateo County, San Mateo County outside of cities, and San Francisco, on the basis of the ratio of the assessed valuations of cities of San Mateo County to the actual, are as follows:

Comparable Tax Rates

	City	Actual Tax Rates County and Districts	Comparable Tax Rates
Atherton	\$ 0.62	\$4.367-\$5.107	\$4.987-\$5.727
Hillsborough	1.35	4.612	5.951
Lawndale	.50	3.977- 5.925	4.477- 6.425
Burlingame	1.61	5.206	7.755
San Francisco	3.80	-----	7.805
San Mateo	1.185-1.44	5.468	6.653- 8.215
Daly City	1.25-1.50	5.485	7.862- 8.338
So. San Francisco	1.54-1.60	4.417	8.452- 8.609
San Carlos	1.10	4.572	8.663
Redwood City	.95-1.245	4.859	8.529- 9.668
San Bruno	2.80	5.845	11.786
*San Mateo County— outside of cities	-----	3.73-8.085+	6.042-13.097+

*The minimum tax rate for an area outside of cities of San Mateo County (\$3.73) is the rate for that part of the Pilarcitos Elementary School District which was in the former Laguna District. It pays only the county tax (\$2.98) and the Halfmoon Bay High School District special maintenance tax (\$.75). The maximum tax rate (\$8.085+) is for the Lomita Park area which pays a county tax (\$2.95), Millbrae Elementary School District tax (\$1.13), San Mateo High School District tax (\$1.096), San Mateo Junior College tax (\$.449), Lomita Park Lighting District tax (\$.57), Lomita Park Fire District tax (\$1.50), and the Lomita Park Sanitary District tax (\$.39). The Sanitary District tax is \$.15, but is based on an independent sanitary district assessment roll which is 2.64 times greater than the county's assessed valuation of the property. As the two assessments may not include all of the same property, the comparable rate is approximated.

The table indicates that the maximum tax rates of six cities of San Mateo County are higher than the tax rate for San Francisco, if the assessed valuations of San Francisco property were fixed at the same ratio of actual value as the cities of San Mateo County. Likewise, the area outside of incorporated cities with the highest total of county and district taxes, has a comparable tax rate in excess of the San Francisco rate, if computed on the same ratio of assessed valuations to actual values.

There is no doubt that the San Francisco taxpayers receive a much greater amount of governmental service than the taxpayers of the cities of San Mateo County without paying proportionately greater taxes. The San Francisco tax rate provides for operation of a high pressure system, museums, playgrounds, traffic control, special schools, an airport, a pension system, civil service, a large number

of health protection services, a metropolitan fire department and police department and a large new street construction and reconstruction program annually, which have no counterpart in San Mateo County.

Corporate Assets:

A comparison of the value of the corporate property of the governmental units of San Mateo County and San Francisco is shown in the following table.

Not only has San Francisco a preponderant value of assets in all types of assets as compared with San Mateo County totals, but it has many items which are not duplicated in San Mateo County. Such items include the city's high pressure system, its museums, auditorium, airport, municipal railway, tuberculosis sanitarium, War Memorial property, golf courses, and the Palace of Fine Arts.

Table No. 32—Corporate Assets—San Francisco and San Mateo Counties.

	San Mateo County Units				San Francisco
	County	Districts	Cities	Total	
General Government	\$ 290,000	.....	\$ 355,000	\$ 645,000	\$ 9,160,514
Police—Jails	84,000	.....	15,328	99,328	1,575,615
Fire Stations—Equipment .....	.....	\$ 68,200	190,527	248,727	9,274,900
Streets (Yards and Equipment)	45,000	.....	16,500	16,500	74,982
Sewers (Plants and Equipment) .....	.....	.....	39,000	84,000	482,298
Hospitals—Detention Homes	563,000	.....	.....	563,000	8,115,442
Schools .....	.....	4,821,900	.....	4,821,900	29,582,937
Libraries	100,000	.....	124,500	224,500	2,820,540
Parks	75,000	.....	321,500	396,500	24,492,954
Public Utilities .....	.....	2,000	1,062,115	1,064,115	57,945,033
Miscellaneous .....	.....	.....	13,300	13,300	3,833,912
Totals	\$1,157,000	\$4,892,100	\$2,137,770	\$8,186,870	\$147,359,127

Bonded Debt:

The total bonded indebtedness of all San Mateo County government units as of July 1, 1927, was \$4,916,062, or \$79.00 per capita. The bonded indebtedness of San Francisco was \$83,745,900, or \$123.80 per capita. All debt obligations of both counties are serial bonds.

The annual interest and redemption payments of all bonds of San Mateo County units are met from

tax funds. For 1926-27, these totalled \$525,872, which represents a debt cost of \$8.04 per capita. The San Francisco debt payments for 1926-27 totalled \$6,351,841, of which \$1,550,963 was met from revenues of public utilities and \$4,800,878 from tax funds, which represents a debt cost from tax funds of \$7.12 per capita. The bonded debt status of the two counties as of July 1, 1927, was as follows:

Table No. 33—Bonded Debt Status—San Francisco and San Mateo Counties—July 1, 1927

	San Mateo County Units				San Francisco
	County	Districts	Cities	Total	
Governmental Buildings	\$ 90,500	.....	\$ 180,675	\$ 271,175	\$ 7,050,000
Fire Stations—Apparatus .....	.....	.....	13,833	13,833	3,770,000
Streets—Bridges	900,000	.....	462,577	1,362,577	81,000
Street Lights .....	.....	.....	3,160	3,160	.....
Sewers—Garbage .....	.....	\$ 23,500	141,367	164,867	2,968,000
Hospitals—Institutions .....	.....	.....	.....	.....	3,100,000
Schools .....	.....	2,530,850	.....	2,530,850	16,275,000
Libraries .....	.....	.....	50,000	50,000	683,800
Parks .....	.....	.....	122,000	122,000	612,000
Public Utilities .....	.....	.....	395,600	395,600	46,796,100
Miscellaneous .....	.....	.....	.....	.....	2,410,000
Totals	\$990,500	\$2,554,350	\$1,369,212	\$4,914,062	\$83,745,900



FINANCIAL DISTRICT OF SAN FRANCISCO LOOKING TOWARD TELEGRAPH HILL

Revenues and Expenditures— Per Capita Costs:

The total revenues of all San Mateo County governmental units for 1926-27, exclusive of special assessments and agency transactions, were \$4,536,357, and expenditures were \$4,885,855. San Francisco revenues totalled \$44,335,091, and expenditures were \$47,927,598. The excess of expenditures over revenues in both counties may be accounted for by balances of funds on hand and proceeds from bond issues sold previous to the fiscal year, and do not represent deficits in the operation of government.

The ratio of tax revenues to all revenues, exclusive of receipts of public utilities and proceeds of bond issues, for all San Mateo County units is 69.9 per cent, and for San Francisco, 80.6 per cent.

The per capita tax costs and per capita costs of all governmental expenditures, exclusive of public utilities and bond funds, of the combined San

Mateo County units and San Francisco are as follows:

	San Mateo County Units	San Francisco
Population	62,224	676,367
Tax Costs		
Total	\$2,842,825.00	\$28,084,154.00
Per Capita	45.69	41.67
Governmental Costs		
Total	\$4,111,833.00	\$35,315,935.00
Per Capita	66.08	52.21

The foregoing comparisons show definitely that the large number of governmental units in San Mateo County, with independent powers to levy taxes and expend public monies, operate with greater per capita tax burdens and government costs than does the single city-county unit of San Francisco, despite the fact that San Francisco performs many more governmental services.

The revenues according to sources and expenditures according to functions of all San Mateo County units and of San Francisco for 1926-27 are shown in the two following tables:

Table No. 34—Revenues, San Francisco and San Mateo Counties, 1926-27

	San Mateo County Units				San Francisco
	County	Districts	Cities	Total	
Revenues					
Taxes	\$ 742,213	\$1,431,644	\$ 668,948	\$2,842,825	\$28,084,154
Licenses and Permits.....	1,124	.....	50,162	51,286	964,425
Fines and Penalties.....	28,244	.....	45,283	73,527	82,827
Franchises	671	.....	3,270	3,941	265,233
Departmental Receipts	103,839	76,251	30,761	210,851	1,282,613
Interest	28,743	.....	8,736	37,479	386,616
Subventions	136,471	333,992	134	470,597	3,098,859
Miscellaneous	4,622	1,964	14,554	21,140	102,609
Total Revenue.....	\$1,045,927	\$1,843,871	\$ 821,848	\$3,711,646	\$34,267,336
Income other than Revenue					
Public Utilities .....	.....	\$ 800	\$ 232,986	\$ 233,786	\$5,875,086
Sale of Bonds.....	11,958	215,000	.....	226,958	3,657,981
Miscellaneous Sales .....	.....	.....	.....	.....	367,739
Special Services Rendered.....	.....	.....	12,167	12,167	.....
Retirement Fund .....	.....	.....	.....	.....	87,724
Sale of Property	11,000	340,800	.....	351,800	99,225
Total.....	\$ 22,958	\$ 556,600	\$ 245,153	\$ 824,711	\$10,087,755
TOTAL—ALL INCOME	\$1,068,885	\$2,400,471	\$1,067,001	\$4,536,357	\$44,355,091

Table No. 35—Expenditures—San Francisco and San Mateo Counties, 1926-27

	San Mateo County Units				San Francisco
	County	Districts	Cities	Total	
Governmental					
General Government	\$ 210,372	.....	\$ 115,612	\$ 325,984	\$2,324,705
Courts—Legal Offices	55,033	.....	21,758	76,791	906,094
Protection to Persons and Property					
Police—Jails—Traffic	43,459	.....	131,519	174,078	3,641,815
Fire—Forest Protection	4,535	\$ 25,388	63,976	93,899	3,514,243
Pound .....	.....	.....	3,743	3,743	15,000
Weed Removal .....	.....	.....	10,665	10,665	.....
Building Inspection .....	.....	.....	13,051	13,051	140,761
Other Inspections	9,051	.....	.....	9,051	247,716
Health—Sanitation					
Health Services	12,900	.....	8,924	21,824	446,700
Sewers—Sanitary Districts .....	.....	9,379	12,087	21,466	383,205
Pest Extermination	2,920	22,346	.....	25,266	.....
Streets—Highways—Bridges					
Construction	221,045	.....	44,358	265,403	1,478,761
Maintenance	206,710	.....	60,063	266,773	737,058
Cleaning .....	.....	.....	18,029	18,029	568,429
Lighting .....	.....	16,645	67,253	83,898	629,621
Charities—Welfare Institutions	254,880	.....	.....	254,880	3,020,119
Education					
Schools	13,511	1,744,802	.....	1,758,313	8,135,107
Libraries	28,310	.....	28,445	56,755	308,366
Recreation—Parks	2,959	.....	34,966	37,925	2,170,220
Miscellaneous	4,253	.....	63,014	67,267	551,069
Pensions .....	.....	.....	.....	.....	1,296,068
Bonded Debt Payments.....	93,115	294,330	138,427	525,872	4,800,878
Total—Governmental.....	\$1,163,053	\$2,112,890	\$ 835,890	\$4,111,833	\$35,315,935
Non-Governmental					
Public Utilities .....	.....	\$ 800	\$ 203,958	\$ 204,758	\$5,724,744
From Bond Issues.....	.....	522,297	46,968	569,265	6,886,919
Total All Expenditures.....	\$1,163,053	\$2,635,986	\$1,086,816	\$4,885,855	\$47,927,598

Chapter XI

San Francisco - San Mateo Developmental Factors

THIS report is based primarily on a survey of the governmental factors of San Francisco and San Mateo Counties. Because of their importance as elements of unity of the two counties such developmental factors as water supply, transportation, port and industrial development and regional planning are also included.

In this chapter, the principal factors regarding developmental problems are presented without technical analysis. It is generally regarded that their solution is chiefly economic, rather than governmental, but to the extent that governmental action or cooperation is necessary, they will be affected by possible unification proposals.

Problems of Water Supply

San Mateo County Water Systems:

For many years, during the early stages of San Mateo County development, water supply was a comparatively simple problem. The range of mountains, extending from one end of the county to the other, were strategic water sheds, and it was only necessary to dam up convenient streams in order to preserve the run-off of water for an all-year supply. Where stream flow was not at hand, wells supplied sufficient water for local use. Early settlers obtained riparian rights on most of the larger streams, and, in some cases, formed small water companies for distributing purposes.

The impounding of the flow of streams is still the principal source of water distributed commercially on the coastside of the mountains. Because of the small commercial demand, these supplies, augmented by wells and springs, have been adequate and, it is believed, will be adequate for some time to come.

On the bayshore slope of the mountains, where the greatest development in the county has taken place, the supply from streams quickly became inadequate and wells were brought in to increase the supply.

The Spring Valley Water Company developed watersheds and reservoirs in San Mateo County primarily as a water supply for San Francisco; as an incident thereof, these sources have also become a source of supply for San Mateo County. The Spring Valley Company has not engaged actively in water distribution in the county, but has had to supply certain quantities of water by reason of acquiring water rights in the county, and it supplies water in wholesale quantities on demand of San

Mateo water distributing systems, under regulations of the State Railroad Commission.

Another water shed of 1,400 acres has been developed on Bear Gulch Creek by the Bear Gulch Water Company, which distributes water in the Menlo Park-Atherton-Woodside district.

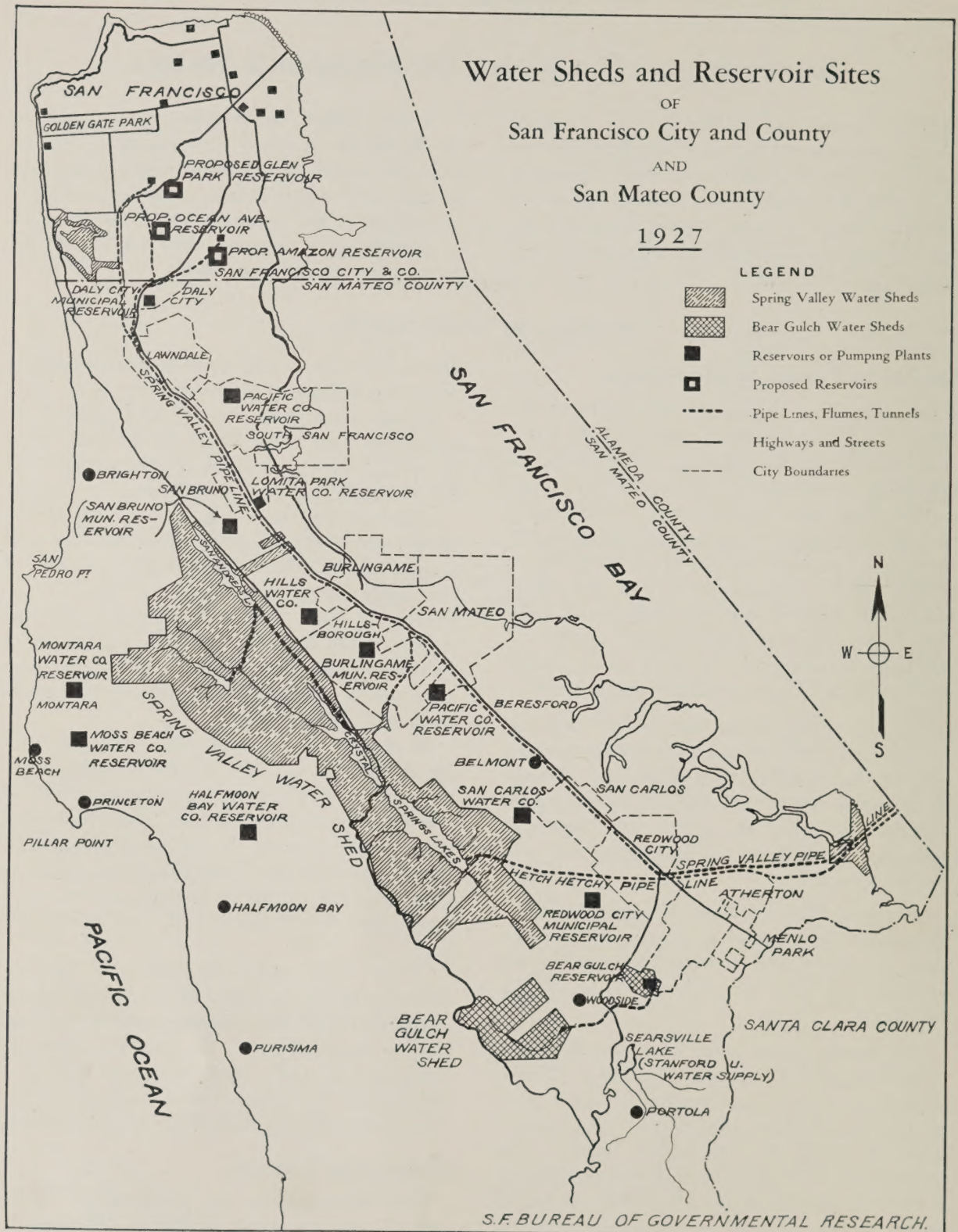
Searsville Lake, with a storage capacity of 300 million gallons a year, is owned by Stanford University, which utilizes approximately one-half of the supply during normal years for irrigation purposes on its lands. The university also has riparian rights on San Francisquito Creek, which divides San Mateo and Santa Clara Counties, the water from which is used on the university grounds in Santa Clara County only.

In addition to the developed sources of water for distribution and sales, there are numerous private wells in all parts of the county for household and irrigation uses and, in some cases, for mutual use by small localities. As the use of such wells is limited and in no way effects the commercial water problem of the county, no attempt has been made to ascertain their number or the amount of water used.

Within recent years, the growth of the bayshore community has taxed the well supply to the extent that some have become brackish and have had to be abandoned. To meet the increasing demand, new wells have been and are being drilled, and the Spring Valley water supply has been drawn upon in increasingly larger quantities.

Distributing Systems:

Four municipalities, one public utility district, and at least nine private companies, including the Spring Valley system, distribute water in San Mateo County. Since the field work of this report was



completed, two water utility districts have been organized to distribute water in the Ravenswood and North Palo Alto communities. The systems,

the localities served, number of customers, 1927 water consumption and reservoir capacities are shown in the following table:

Table No. 36—Water Distributing Systems—San Mateo County

Name	Localities Served	No. of Customers	Gallons Sold 1927			Reservoir Capacity Total	Days' Supply
			S. V. Supply	Own Supply	Total		
Public Organizations							
Burlingame Municipal ..	Burlingame	3,630	283,860,000	50,000,000	333,860,000	1,500,000	1 1/2
Redwood City Municipal...	Redwood City	2,420	12,508,500	223,584,400	236,092,900	1,300,000	2
Daly City Municipal.....	Daly City	1,954	.....	133,309,500	133,309,500	1,000,000	3
San Bruno Municipal	San Bruno	880	.....	56,000,000	56,000,000	650,000	4
Dimond Public Util. Dist...	Visitacion Valley ..	63	2,714,250	.....	2,714,250	.....	.....
Private Companies							
Spring Valley Water Co....	Belmont	} Not known	349,718,800	.....	349,718,800	*29,500,000,000	.....
	Baden						
	Beresford						
	Colma						
	Millbrae						
Pacific Water Co.....	Visitacion	3,117	227,928,000	57,431,420	285,359,420	2,800,000	3 1/2
	San Mateo						
	So. San Francisco..	1,354	.....	400,407,750	400,407,750	3,520,000	3
Bear Gulch Water Co.....	Atherton	} 1,866	.....	286,866,000	286,866,000	122,000,000	155
	Menlo Park						
Hillsborough Water Co.....	Woodside	150	30,000,000	30,250,000	60,250,000	.....	.....
San Carlos L. & W. Co.....	San Carlos	256	9,565,600	17,191,400	26,757,000	100,000	1 1/3
Lomita Park Water Co.....	Lomita Park	250	.....	16,000,000(est.)	16,000,000	85,000	2
Hills Water Co.....	Burlingame Hills ..	8	4,500,000	.....	4,500,000	180,000	15
Halfmoon Bay Water Co....	Halfmoon Bay	210	.....	27,000,000	27,000,000	562,500	7 1/2
Moss Beach Water Co....	Moss Beach	} 65(est.)	.....	3,000,000(est.)	3,000,000	30,000	4
	Princeton						
	Granada						
Montara Water Co.....	Montara	} 70	.....	3,500,000	3,500,000	50,000	5
	Farallone City						
Totals.....		16,263	920,795,150	1,304,540,470	2,225,335,620	29,633,777,500	.....

*San Mateo County only.

Storage Facilities:

The number of days' supply of water in reservoir capacities indicates that the water systems of San Mateo County operate practically on a day-to-day basis, except the Bear Gulch system, which has practically a half-year storage capacity, and the Hills Water Company, which has a one-half month's storage capacity.

It is considered essential for adequate protection of urban communities in semi-arid areas, such as central California, that storage facilities should be provided for three to four years' water supply. Instead of having ample storage supplies of their own, the San Mateo County systems are dependent on daily well supply and primarily on the Spring Valley system's reserve supply. San Mateo County is, therefore, without adequate water storage during exceptionally dry seasons or emergencies, except as it may be accommodated by the Spring Valley system, which must primarily take care of San Francisco's needs.

Private Companies:

The **Pacific Water Company** is a subsidiary of the Associated Public Utilities Corporation of New York. It recently effected a merger of the two

companies which operated in South San Francisco and San Mateo city. The San Mateo unit has succeeded to contracts entered into with the Spring Valley Water Company in return for riparian rights on San Mateo Creek and receives a stated amount of water daily from Spring Valley sources without charge. The Company expects to purchase water from Spring Valley as future growth and demand will necessitate. Sixty per cent of the South San Francisco unit supply is sold to industries and forty per cent is for domestic use. All of the San Mateo unit supply is for domestic use.

The original organization of the **Bear Gulch Water Company** was in 1863. It obtained its supply from the seasonal run-off from the water shed area of Bear Gulch Creek, comprising 1,400 acres of wooded land owned entirely by the company. There is a main canal to a reservoir of 122,000,000-gallon capacity. In addition, the company has two wells with a combined capacity of 1,000,000 gallons daily, which is used to augment the reservoir supply during the summer months. The Woodside district, at a higher elevation than the reservoir, receives its supply direct from Bear Gulch Creek. All of the company supply is for domestic use.

The other private water companies on the bay-shore slope—**Hillsborough, San Carlos, Lomita Park, and Hills Water** companies—supply water for domestic use only for smaller communities, except that about one-third of the supply of the San Carlos Company is used for irrigation purposes by florists.

The **Halfmoon Bay Water Company** receives its supply from a diversion dam and reservoir near the headwaters of Digges Creek. It is used for household demands only in Halfmoon Bay and near-by territory. The company possesses several wells which are used to supplement the regular supply during dry seasons.

The **Montara Water Company** supply is from wells, although the company possesses some springs, which are said to be capable of development. About half of the supply is utilized by gardeners and florists. The company supplies the domestic demand of the communities of Montara and Farallone city. It also sells a part of its supply to the Moss Beach Water Company.

The **Moss Beach Water Company's** supply is from wells and a spring. Most of the supply is for domestic use, except that the water purchased from the Montara Water Company is pumped into a reservoir in the hills for service to agriculturists.

Spring Valley Water Sources:

Since the early days of San Francisco's growth, when several companies were merged into one, the Spring Valley Water Company has supplied the city with its water. The first sources of supply were developed within the city and county. In 1861, water was brought in from Pilarcitos Lake in San Mateo County. Shortly thereafter the San Francisco sources of supply were abandoned, with the exception of Lake Merced, which has a storage capacity of 2,500 million gallons, and additional sources in San Mateo, Alameda and Santa Clara Counties had to be developed to take care of the growing city's needs.

Spring Valley's water sources—for the purchase of which San Francisco voted \$41,000,000 on May 1st, 1928—comprise 23,478 acres of watersheds in San Mateo County, which include the Crystal Springs, San Andreas and Pilarcitos reservoirs with a storage capacity of 29,500 million gallons; 39,000 acres of watersheds in Alameda and Santa Clara Counties, which include the Calaveras reservoir with a storage capacity of 32,800 million gallons; and wells at Sunol, Alameda County. There are 89

miles of pipe lines connecting these sources with a distributing system in San Francisco of 638 miles of pipe lines.

From these sources, the company supplied 16,633 million gallons of water for consumption in San Francisco in 1927, 920,795,150 gallons for consumption in San Mateo County, and 1,043 million gallons in Alameda County.

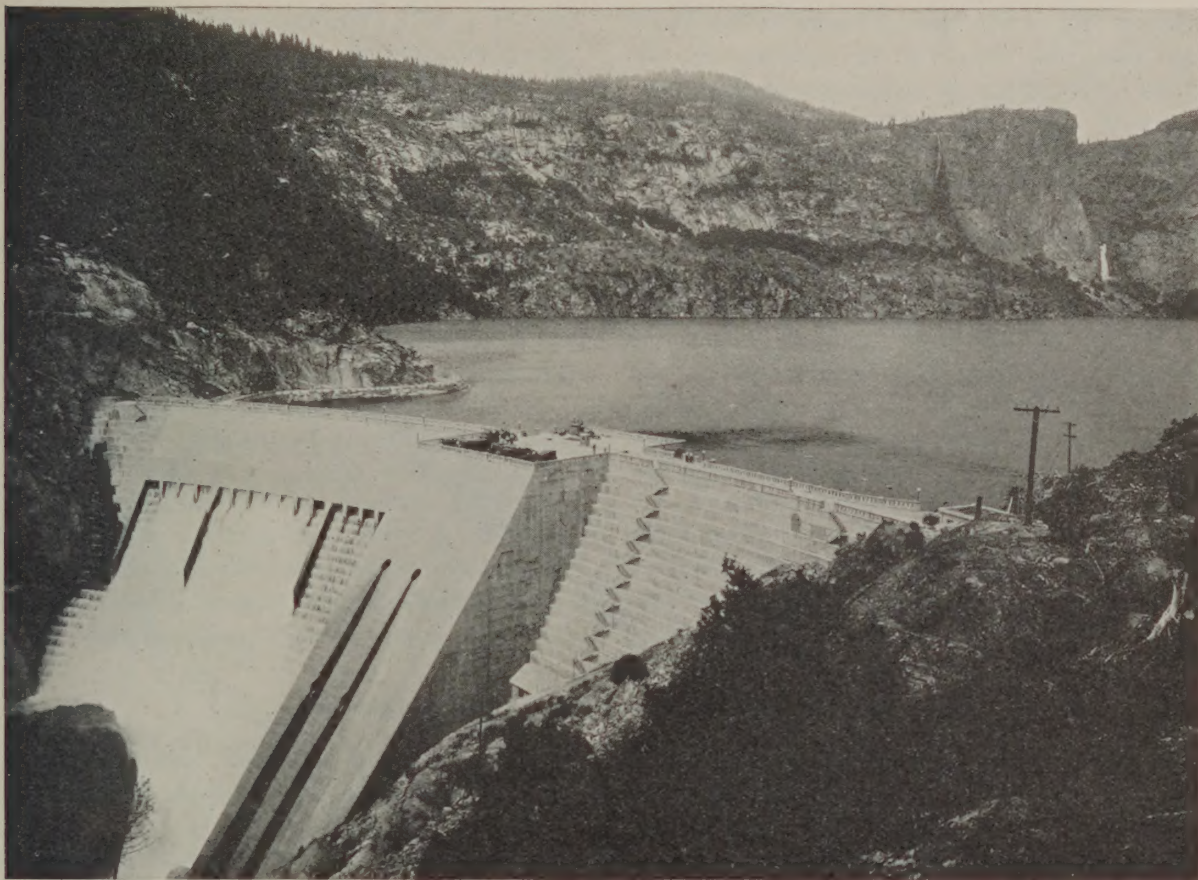
San Francisco's Hetch Hetchy System:

Aside from the limited supply from wells at Sunol, the Spring Valley system is dependent on storage and the annual run-off of water in its watersheds for its supply. During periods of dry years this supply has been seriously curtailed. As early as 1900, San Francisco set about to acquire a more permanent source of sufficient size to meet all requirements of the San Francisco Bay region for many years into the future. The city's efforts resulted in obtaining from the United States government a grant of lands necessary to develop the Hetch Hetchy watershed on the upper Tuolumne River in Yosemite National Park. A bond issue of \$45,000,000 was voted in 1910 to develop this source, estimated to produce a supply of 400 million gallons daily.

Modifications in the plans and increases in costs since 1910 required additional financing. A bond issue of \$10,000,000 was voted in 1925, and on May 1st, 1928, a final bond issue of \$24,000,000 was voted to complete the project. As a development of the project, a power house of 100,000 horsepower was constructed and is in operation.

The city has constructed the O'Shaughnessy Dam in the Hetch Hetchy Valley which is of sufficient size to impound 67,000 million gallons of water. Another dam has been built at Lake Eleanor, near Hetch Hetchy, creating a reservoir with an additional storage capacity of 9,000 million gallons. The water from these reservoirs is to reach San Francisco by flow down the streams which were dammed, to a diversion dam at Early Intake, thence by tunnel through the foothills of the Sierra, by pipe line across the San Joaquin Valley, by another tunnel through the Coast Range to the eastern shore of San Francisco Bay, by pipe line across and under the bay, and by aqueduct and tunnel to the Spring Valley lakes in San Mateo County. The distance is approximately 160 miles.

The City Engineer has estimated that if construction is pursued with due diligence, Hetch



O'SHAUGHNESSY DAM IN HETCH HETCHY VALLEY

SOURCE OF SAN FRANCISCO'S FUTURE WATER SUPPLY

Hetchy water can be delivered in San Francisco by 1933.

San Francisco Operation of Spring Valley System:

The recent vote of San Francisco to acquire the Spring Valley Water Company's properties is a new element in the San Mateo County water problem. In its operation of the Spring Valley system, San Francisco will be obligated to continue to supply water to those persons and corporations who have contracts and agreements with the Spring Valley Water Company. The city, no doubt, will continue to sell water to municipalities, water districts and private companies on demand. The rates, however, will be regulated by the city instead of by the State Railroad Commission.

No basis for the fixing of rates of a municipal water utility is now provided for by law. An amendment to the San Francisco charter, to be

voted upon in 1928, if adopted, will create a public utilities commission, and, among other things, will require the commission to fix rates, the aggregate revenues from which shall not be less than actual total cost, except as the Supervisors authorize a scale of rates at less than cost, and may provide for utility services outside of the city and county at rates which may include proportionate compensation for interest during construction of the utility which has been paid from taxation.

While the proposed public utilities commission amendment to the charter provides for extension of utility services outside of the city and county, there may be legal limitations to the extent which San Francisco may distribute water in San Mateo County, particularly if such distribution will require the expenditure of utility, tax or bond funds for construction of distributing facilities.

There will be a need in the near future for the extension of water distributing facilities in the

bayshore area of San Mateo County. If San Francisco should be limited, in the operation of the Spring Valley system, to supplying water by means of present distributing facilities, it will be necessary that such extensions be provided by existing systems or that a water district be organized.

Cooperation of Counties Needed:

The increasing demand being made on Spring Valley Water sources by the bayshore of San Mateo County, the lack of storage facilities, and the necessity for extension of distribution systems, are factors which lead to the conclusion that cooperation with San Francisco is necessary for the assurance of a permanent and adequate water supply for the bayshore of San Mateo County. Whether this should be accomplished by extension or consolidation of existing systems and agreements between the municipalities having water systems and the private companies with San Francisco, or by forma-

tion of a water district to consolidate all water distributing facilities on the bayshore, are matters for public consideration. In event of the organization of a water district, it should be possible for San Francisco to relinquish to the district the customers and contracts in San Mateo County which it must supply under the terms of the Spring Valley purchase, making the district the sole purchaser of water from San Francisco in San Mateo County.

It may prove to be more economical in the long run if San Mateo County should acquire a partnership interest in the San Francisco water utility by assuming a share of the bonded debt obligations therefor. Such procedure might be accomplished by a joint water district, or in event of governmental consolidation of the two counties. The procedure to form a joint water district would undoubtedly require special State legislation, and it is hardly likely that San Francisco would agree to share its control of its water utility on such a basis

Inter-County Passenger Transportation

The development of transportation is an essential factor in the growth of any large metropolitan community. The necessity of improved transportation between San Francisco and its commuting area on the peninsula is considered by many San Mateo citizens as one of the major factors that requires some form of co-ordinated San Francisco-San Mateo action. An appraisal of the existing inter-county transportation facilities and a summary of future needs requiring governmental action are, therefore, subjects which may be properly a part of this report.

Inter-county passenger transportation, now existing, other than that by private conveyance, consists of (1) the steam rail lines of the Southern Pacific Company, (2) the electric lines of the Market Street Railway Company, and (3) the bus lines of the Peninsula Rapid Transit Company and the Coastside Transportation Company. Freight rail transportation is considered separately in this chapter under the heading of industrial development.

Routes and Types of Service:

The steam rail service of the Southern Pacific Company is confined to the railroad's main coast-line route from the Southern Pacific Depot at Third and Townsend Streets through the bayshore district of San Mateo County. By frequency of

stations, frequency of service, and use of local trains, the company has developed an interurban and commuting service which is said to compare favorably with any similar steam rail transportation system serving any large city of the country. The route serves a territory in which the largest percentage of the population of San Mateo County resides, which includes stations in the communities of, Visitacion Valley (Bayshore), South San Francisco, San Bruno, Lomita Park, Millbrae, Burlingame (Broadway and Burlingame Avenue), San Mateo, Beresford, Belmont, San Carlos, Redwood City, Atherton and Menlo Park.

The electric lines of the Market Street Railway Company extend from Fifth and Market Streets, San Francisco, along Mission Street, through Daly City, Colma, Lawndale, Baden, San Bruno, Lomita Park, Millbrae and Burlingame to the city of San Mateo. A branch line, owned by the South San Francisco Railway and Power Company and operated by the Market Street Railway, extends from the main line at South San Francisco Junction (near Lawndale) to South San Francisco. The cities of San Francisco, South San Francisco and San Mateo have granted franchises for operation of the lines over the streets of those cities. Other sections of the system are operated over private rights-of-way and the State Highway (El Camino Real).

BETWEEN
San Francisco City and County
AND
San Mateo County
1927

San Francisco City and County

San Mateo County

LEGEND

-
- Transportation Facilities**
- BETWEEN
San Francisco City and County
AND
San Mateo County
1927
- LEGEND**
- Market Street Railway Company
 - - - Southern Pacific Company
 - - - Stage Routes
 - • • Proposed Western Pacific California Railroad
- The map shows the following locations and features:
- Cities and Towns:** SAN FRANCISCO, S.F. CITY, LARKSPUR, PENINSULA, BRIGHTON, ROCKAWAY BEACH, MOSS BEACH, PILLAR POINT, HALFMOON BAY, PURISIMA, REDWOOD CITY, ESCALANTE, SAN GREGORIO, PESCADERO.
 - Railways:** S.P.R.Y. MARKET ST. RAILWAY, S.P.R.Y., PACIFIC COAST RAILROAD, PROPOSED WESTERN PACIFIC CALIFORNIA RAILROAD.
 - Stage Routes:** COASTSIDE, HILLSBOROUGH, PACIFIC, SAN CARLOS, SAN GREGORIO, REDWOOD, ESCALANTE, PESCADERO, ROUTE.
 - Geographical Features:** SAN FRANCISCO BAY, ALAMEDA COUNTY, SANTA CLARA COUNTY, SANTA CRUZ COUNTY, PACIFIC OCEAN.
 - Other Labels:** SAN MATEO COUNTY, SAN BRUNO, SOUTH SAN FRANCISCO, SAN ANTONIO, SAN JUAN, SAN PEDRO, SAN FELIX, SAN JOSE, SAN MARTIN, SAN RAMON, SAN RAFAEL, SAN VICENTE, SAN XAVIER, SAN YSIDORO, SAN ZACARIAS, SAN JESUITA, SAN MIGUEL, SAN NICOLAS, SAN PABLO, SAN PETER, SAN QUENTIN, SAN SEBASTIAN, SAN SILVESTRE, SAN TOME, SAN VALENTINE, SAN VICENTE, SAN XAVIER, SAN YSIDORO, SAN ZACARIAS, SAN JESUITA, SAN MIGUEL, SAN NICOLAS, SAN PABLO, SAN PETER, SAN QUENTIN, SAN SEBASTIAN, SAN SILVESTRE, SAN TOME, SAN VALENTINE.
- S.F. BUREAU OF GOVERNMENTAL RESEARCH.

U.S. BUREAU OF GOVERNMENTAL RESEARCH.

The Peninsula Rapid Transit Company, operating from a terminal at Fifth and Mission Streets in San Francisco, provides local and express bus service for all San Mateo County communities along El Camino Real from the San Francisco City and County line to Palo Alto in Santa Clara County. Its route also traverses city streets in Burlingame, San Mateo and Redwood City.

The Coastside Transportation Company, operating out of the same terminal, provides bus service for all communities along the Oceanshore Highway from Colma to Pescadero, where it connects with another service provided by the same company that extends through the southern end of San Mateo County to Santa Cruz.

The Bayshore communities of the county are served by steam rail lines, electric lines and bus transportation. The coastside is connected with San Francisco by only one organized bus line. Commercial transportation facilities between the coastside and bayshore communities of San Mateo County are confined to two bus routes, one from San Mateo to Halfmoon Bay, and the other from Redwood City to Pescadero. Another bus route connects Redwood City with Woodside.

Peninsula Viewpoint of Transportation Needs:

It is the opinion of peninsula civic leaders that existing facilities are inadequate for the commuting population of the peninsula, and do not furnish the type of service necessary for the proper development of San Mateo County as an integral part of San Francisco's metropolitan area. They hold it to be imperative for the proper development of San Mateo County that transportation facilities must be developed to provide an intensive type of service, comparable with other great metropolitan communities. They consider the needs of peninsula transportation to be: (1) Electrification of, and an up-town depot for, the Southern Pacific lines; (2) Rapid transit service by interurban electric line; (3) Development of new interurban lines as part of a rapid transit system, and (4) Construction of new and wider highways for bus lines.

The basis for the need of electrification of the Southern Pacific lines is said to be the necessity for providing a greater frequency of service which makes possible the use of smaller train units than under steam operation. An up-town depot for such service is stated as necessary to eliminate a large part of the interruption of travel now exist-

ing by reason of the location of the Southern Pacific Depot at Third and Townsend Streets, whereby a large percentage of the commuting population must use street cars to and from the depot. It is also contended that an up-town depot will speed the development of San Francisco's retail business district in the direction of its greatest potential possibilities.

Rapid transit facilities are acknowledged as an essential factor in the development of any large metropolitan area, and are held to be a primary necessity for the growth of the peninsula because geographical restrictions compel population to spread out in only one direction. The present electrical lines into San Mateo County are considered as providing a local, rather than a rapid transit, type of service. Rapid transit service for the peninsula is conceived to be electrified lines providing a fast, through service, with a minimum number of stops and extending not only to parts served by present lines, but to other districts, which are built-up or may rapidly build up if proper transportation is provided. Citizens of the coastside of San Mateo County have declared that rapid transit facilities must be a part of any program for the potential development of that section.

The future of motor bus transportation on the peninsula in a large measure will be dependent on the future development of major highways both in San Francisco and in San Mateo County. Present-day thoroughfares must accommodate not only a tremendous volume of private automobile traffic, but a growing commercial passenger and freight traffic service. The need of highways of sufficient width, or of a special character, to accommodate bus traffic is illustrated by the hazards created by bus traffic on El Camino Real today.

Viewpoint of the Southern Pacific:

The attitude of the Southern Pacific Company towards electrification of its peninsula lines, an uptown depot in San Francisco and extensions of service is expressed in the following statement made by Vice-President Paul Shoup for this report:

"It is the policy of the Southern Pacific to keep pace with and give service that will promote the growth of the territory that it serves. The peninsula has had our earnest consideration in accord with that policy. Revenues from our local passenger train service on the peninsula are today only slightly greater than in 1921, due to the greater use of autos for one-way or round-trip travel. Commutation traffic has increased materially, but the rates are so low that our total revenues are not increased proportionately.

"Contrasted with our substantially stationary revenues, we have, during the past three years, increased our pas-

senger train mileage by 9,635 per month or 16 per cent, relaid our roadbed with heavy rails and increased our block signal system to facilitate operations, replaced all of our passenger equipment with the most up-to-date steel coaches, changed much of our motive power to heavier locomotives of greater capacity and have increased the speed of our trains.

"At the present time we operate 56 trains each day that handle local traffic in the peninsula district. During the morning commute period trains arrive at San Francisco every five minutes and during the evening commute period depart from San Francisco every four minutes. The distance from San Francisco to some of the most important commutation centers and the scheduled time of the trains carrying most of the commuters to and from the respective centers is as follows:

Commutation Center	Distance from San Francisco in Miles	Scheduled Train Time in Minutes	
		A.M.	P.M.
Broadway (Burlingame)	15.2	24	27
Burlingame	16.3	26	24
San Mateo	17.9	30	28
Redwood City	25.1	39	35
Palo Alto	30.1	44	45
San Jose	46.9	1.10	1.10

"Service which gets the commuter to and from his home station, located from 25 to 30 miles from San Francisco, in about the same time that outlying districts of San Francisco may be reached by car or auto, would seem to be satisfactory. We are not sure that an electric service could provide as fast a service to such points as Redwood City and Palo Alto as we now give by steam. We are giving consideration to the question of frequency during non-rush hours and may later have in that direction something to suggest.

"Our trains as at present operated provide a seat for every passenger and give a service at frequent intervals throughout the day and part of the night. As the patronage of our trains increases coaches are added up to the point where an additional train is warranted. It is our policy to furnish safe, fast, comfortable transportation service to the entire peninsula territory. As the growth of the communities requires additional facilities they will be provided by this company.

"An up-town facility (depot) in San Francisco would not be justified as a transportation measure due to the very large expenditure involved compared with any possible gain to the public or the company. This subject has been very carefully considered in past years. Prior to the war, the study went so far as to obtain tentative figures on the cost, including the necessary separation of grades. This study providing a terminal at Mission Street showed that the cost would be out of all proportion to any gain to be derived, and a great deal of space would have to be acquired near the heart of the city for terminal tracks, that could well be devoted to better uses.

"Subsequently, the suggestion came from realty operators that a group interested in the development of the peninsula and the development of property adjoining the railroad terminal site that might be selected, could afford to bear a very large part of the expense of bringing the railroad terminal to Mission Street, but it never progressed beyond the status of an idea.

"The present station at Third and Townsend Streets and the passenger facilities there are adequate; it is served by street car lines radiating in different directions and is not more than twelve or fifteen minutes walk from Market Street. There is prompt communication by special service and by taxicab between this station and the Ferry Station.

"As for passenger earnings from other than suburban service, the Southern Pacific, like all other railroads in the United States, is suffering from the development of good highways and automobile traffic. Our gross earnings from passenger traffic are something like 30 per cent less than they were five or six years ago. The decrease is continuous from year to year. Location of stations has little to do with this as our records show. The major difficulty is that a man with his own transportation in his

backyard uses it perhaps as a matter of habit whether or no he would gain, economically and in comfort, by traveling by rail on many of his journeys."

Statement of the Market Street Railway:

The position of the Market Street Railway Company in regard to its transportation facilities between San Francisco and San Mateo is summed up by President Samuel Kahn in the following statement:

"Peninsula transportation being inseparably associated with San Francisco, it necessarily follows that the Market Street Railway cannot commit itself to a program of further development until our investment has been made safe by a settlement of the franchise situation in San Francisco. For this reason, we have not made a thorough engineering study of the near-future transportation requirements of the peninsula. We could do so on short notice should the necessary investment safeguards be forthcoming from the public in this vicinity.

"A saturation survey of possible existing business would have to be made; an engineering study would have to be made to determine the facilities which might better serve the peninsula than are now developed; a commercial study would have to be made to determine the probabilities of growth in the near future and the economic facts on which to base such commercial conclusions; and a further study would have to be made of the metropolitan end of such an improved peninsula transportation system.

"In the meantime we are giving considerable attention to our peninsula service. Tracks are in much better condition. We have developed a new system for keeping cars cleaner, running them more regularly and at more frequent intervals. We have made the equipment more comfortable and have revamped our city service to give the suburban cars every advantage with the existing facilities.

"From the beginning of H. M. Bylesby & Co., more than a quarter of a century ago, the properties under its direction have shown by performance that we believe in pioneering our service ahead of the growth of the community served, when justified. While we are willing to take the lean with the fat, the revenue of an entire property must sustain that property. The size of any financial requirements for ultimate development of peninsula transportation would not be an obstacle to the company."

San Francisco Municipal Railway:

The City and County of San Francisco is considered as a factor in the improvement of peninsula transportation by reason of its operation of the municipal railway system.

The city is empowered, by charter provisions, to operate and extend the San Mateo lines of the Market Street Railway if and when the city acquires that system. It would also be empowered to extend its own lines by provisions of the proposed public utilities commission charter amendment, if adopted.

The development of a peninsula transportation system is a problem of such magnitude in itself that it is unlikely that the city could devote its financial resources for such improvements, if legally empowered to do so, for some time to come. It is held by the City Engineer that the task of acquir-

ing, unifying and extending the Market Street Railway lines must be preliminary to any peninsula transportation development by the city.

It should be possible, according to the City Engineer, for San Francisco to cooperate with San Mateo County in providing a peninsula rapid transit service with municipal railway facilities if San Mateo County, by formation of a public utility district or by other means, should provide the necessary finances to construct extensions of municipal lines in San Mateo County. The municipal railway lines through the Twin Peaks tunnel and south towards the county line were constructed to accommodate rapid transit service. The City Engineer at one time proposed such a service, utilizing the Twin Peaks tunnel, to extend behind the cemeteries at Lawndale to Burlingame and San Mateo. It was estimated that the extension would cost \$4,000,000.

Transportation Survey is Required:

Peninsula transportation factors present many conflicting problems. The question of an uptown terminal for the Southern Pacific is not only one of financing, but whether a change to benefit San Francisco's retail district might be at the expense

of the business district, which has adapted itself to present facilities and contributes the larger share of peninsula commuting traffic. The growth of bus transportation has affected the electrification of the Southern Pacific lines and might also affect the development of a rapid transit system by public or private capital. New highways may create new bus transportation facilities to compete with rapid transit and steam rail lines.

The solution of these complex problems indicate the necessity of a technical and comprehensive survey to determine the types of transportation which should be developed, the requirements of such service and methods of financing. Such a survey should probably be undertaken by the public, as the most interested party, through the cooperation of San Francisco and San Mateo counties.

Further cooperation may be required as the survey may make evident the need of governmental financing and governmental participation in transportation development. It should be pertinent for such a survey to determine to what extent San Francisco should contribute its financial resources to transportation development in San Mateo County and whether joint governmental action will be necessary.

Industrial and Port Development

The potential industrial development of San Mateo County, which in many respects is linked with port development, far exceeds the actual development that has taken place. The problem faced by those persons and interests who see the possibilities of creating new population and wealth from the natural resources and advantages of the county is two-fold: (1) Creating proper business and economical facilities, and (2) governmental cooperation.

This survey did not attempt a technical analysis of the resources and industrial possibilities of the county. It has been necessary, for the purposes of this report, to obtain information from the chambers of commerce of San Francisco and San Mateo and from informed citizens.

Resources and Present Development:

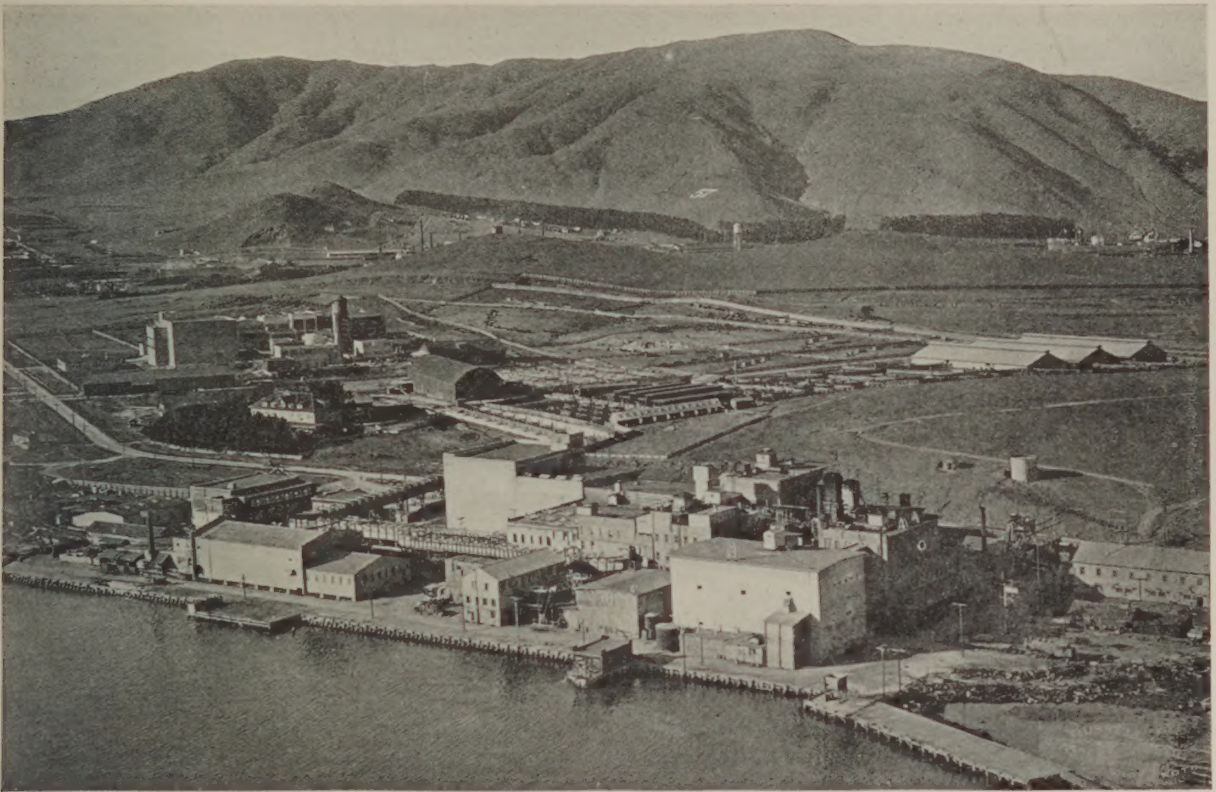
The natural economic resources of the county, as compiled by the California Development Association, include producing mineral deposits of petroleum, cement, salt, building stone, potash and magnesian salt, 211,491 acres of farm land and 36,939 acres of timber land.

The division of farm lands for 1924 (the last year for which official data was available) was as follows: Cultivated, 55,089 acres; pasture, 122,941 acres; undeveloped 33,461 acres. The number of farms in 1925 was 971 and the value was estimated at \$28,450,382. There were 12,200 acres under irrigation in 1922. This amount is no doubt much greater today.

The principal use of the agricultural land of the county is for dairying and other live stock purposes, including poultry. More than half of the cultivated land is used for field crops with hay, oats and potatoes as the principal ones. Other principal crops are fruits, (apples, prunes and pears) and vegetables (artichokes and garden produce). There is also a large development of floral products, which, in 1927, were valued at more than \$7,000,000.

Timber lands are being held principally for future development. The present lumber cut is less than 500,000 board feet annually.

Mineral production amounted to \$302,171 in 1924. The leading products were salt and build-



Courtesy of the San Mateo County Chamber of Commerce.

INDUSTRIAL DEVELOPMENT AT SOUTH SAN FRANCISCO

ing stone. There has been some oil development on the coastside for a number of years and several new wells are now being drilled. No large oil deposit has yet been found.

The principal manufacturing industries are steel and iron works, meat packing, foundries, milling, cement, salt, tanning, fruit canning, porcelain and asbestos products. Manufacturing development has taken place chiefly at South San Francisco, Redwood City and Visitacion Valley, where rail and water connections are available. There are also manufacturing plants at Millbrae and San Mateo. The Southern Pacific Company has large car shops at Visitacion Valley. The value of manufactured products is in excess of \$50,000,000 annually.

The potential manufacturing area in the County is along a rather narrow plain, which extends for more than 25 miles along the Bay of San Francisco, fronting deep water. Much of the area, if developed for deep water connections, is tideland, which will necessitate reclamation.

Deep Water Port Facilities:

Deep water of San Francisco Bay extends along the entire bayshore frontage of San Francisco and San Mateo counties.

The port facilities of San Francisco are under the control of the State Board of Harbor Commissioners. The commissioners are appointed by the Governor of the State. Bonds voted by the people of the State, the proceeds of which are expended by the board for construction of piers and other permanent improvements, are a lien on the credit of the State. The board operates 43 piers, which handled 7045 freight-carrying ships and over which 10,845,914 tons of merchandise was transported in 1927. It also operates a belt line railway with 58 miles of track which connect with all freight rail terminals in the city. The railway handles an average of nearly 800 cars daily. The board pays from revenues all debt charges for bonds issued for its purposes and all operating costs.

In San Mateo County, port facilities have been developed by private interests at South San Francisco and Redwood City, and a projected port de-

velopment, to be known as Port San Francisco, is being undertaken at Belmont. Except as channels have been dredged to deep water at South San Francisco and Redwood City, available industrial territory in San Mateo County is separated from deep water by marsh and tidelands. The dredging of channels, construction of piers and reclamation of tidelands (such as the proposed Port San Francisco development) will be necessary to increase the deep water facilities of the county. The United States government agreed, early in 1928, to take the first step towards this potential development by establishing bulkhead and pierhead lines from Hunters Point in San Francisco to Ravenswood Point, below Redwood City, in San Mateo County.

It is estimated that ultimate development of deep port facilities and reclamation of tidelands will make available 30,000 acres of lands suitable for industrial expansion.

Future Development:

The future development of industrial areas on the bayshore of San Francisco and San Mateo counties is generally considered an economic problem to be fostered by private interests, rather than a governmental one. It is also considered that economic development cannot be undertaken in advance of the need or possible use. For the extension of port facilities and reclamation of tidelands, which are held to be essential for the development of an extensive industrial area, at least two plans have been proposed for governmental cooperation.

A plan was proposed by Congressman Richard J. Welch in 1922 for a peninsula development district, to be created by a special act of the State Legislature. The proposed district would be similar to a reclamation district, but would have broader powers to include the purchase and reclamation of tidelands, the construction of wharves and warehouse facilities, and operation of port, railway and railway terminal facilities. The district would embrace all of San Francisco, the eastern slope of San Mateo County and possibly a part of Santa Clara County adjacent to San Francisco Bay. It would be governed by a board of directors, which would have powers of eminent domain, taxation and special assessment. Revenues would be obtained by taxes, from operations of utilities, and from increase in value of reclaimed land as it was sold for industrial purposes. Improvements would be financed by bonds issued on the credit of the taxing powers of the district, or as a lien on the property of the

district or a district utility, and from operating revenues.

Another plan, sponsored by San Francisco citizens, proposes that the State relinquish its control of the Board of Harbor Commissioners to a district to be formed of San Francisco and San Mateo counties, or of San Francisco and the bayshore slope of San Mateo County and possibly a part of Santa Clara County. The proposed district would acquire jurisdiction of the bay waterfront within its boundaries and would operate the piers and belt line railroad of the Harbor Board. The Governor would continue to appoint the commissioners of the district. The objectives of the district would be to increase the jurisdiction of the present harbor board and to make possible the voting of bonds for improvements by the district, to be issued on the credit of the district, instead of the present requirements by which the entire State must vote on bonds to be issued for San Francisco harbor improvements. It is contemplated that the district would pay interest charges and redeem the bonds from earnings of the district, as at present. The possibility of an adverse vote on proposed bond issues by sections of the State outside of San Francisco, having the effect of thwarting the development of the port of San Francisco, would be eliminated.

Port District Desirable:

The creation of a port district is a desirable method of obtaining governmental cooperation to develop port facilities in San Mateo County. It would put into operation for the two counties the same organization which has successfully developed San Francisco's waterfront. Because its purpose is business, rather than government, it is more advantageous that it should be controlled independent of existing governmental units or by any consolidated government of the two counties, unless it should be found that such a district could not be organized except as a part of the State government with power of issuing bonds for the district remaining a State function. If such a contingency should persist, as has been contended by some legal authorities in San Francisco, it might then be necessary that a consolidated government of the two counties be consummated first, as a prerequisite of local control of a district organized as an agency of the consolidated government.

A port district, with independent local jurisdiction, would provide a means for the development



Courtesy of the San Mateo County Chamber of Commerce.

INDUSTRIAL DEVELOPMENT AT REDWOOD CITY

of San Mateo County waterfront as rapidly as economic conditions warranted. The extent of jurisdiction and size of the district are matters for public consideration. If the construction of the San Mateo-Haywards bridge will have the effect of dividing San Mateo's bay waterfront into two parts, it may prove more desirable, at least for immediate future improvement, to constitute the area north of the bridge as territory to be developed by a port district, leaving the territory to the south of the bridge to be developed by private interests requiring large areas of low-priced lands and their own port facilities.

Governmental cooperation might also obtain for the reclamation of tidelands within a port district by creation of special reclamation districts, to be financed by special assessments, in the same manner as the recently organized Islais Creek Reclamation District in San Francisco. Such methods, capable of local application, probably would be of more immediate benefit than the adoption of the Welch plan of a development district with its broad governmental powers and possible need of extensive public financing.

Industrial Rail Connections:

Railway switching and port terminal service could be made available to San Mateo County areas by extension of the belt line railroad of the harbor board as its facilities would be developed by a port district. As part of this service, it has been proposed that the harbor board belt line could connect

with and take over the belt line facilities now established at South San Francisco.

Southern Pacific Facilities: The Southern Pacific Company is at present the only railroad with freight trackage facilities in San Mateo County. The viewpoint of the Southern Pacific towards San Mateo County freight rail service is expressed by Paul Shoup, executive vice-president of the company, in the following statement:

"With respect to the industrial development: San Francisco is the home city of the Southern Pacific Company and the railroad is as much interested in its development as any other element in the city. It is our province to furnish transportation. Trackage is supplied and switching service given in the industrial field, not only as rapidly as the business demands, but in advance thereof if there be a fair prospect of growth.

"We have built drill tracks at our own expense wherever there is a reasonable prospect of cooperation through the establishment of industries. But, as stated before, our business is to furnish transportation and the business enterprise served thereby should, of course, be developed by others. From a transportation viewpoint, it would seem entirely reasonable to look forward to development of the bayshore section by the extension of deep water and port facilities and the reclamation of tideland areas.

"Insofar as our facilities and service are concerned, the industrial areas in San Francisco and along the peninsula adjacent to our lines are in as favorable position as any other section served by our lines anywhere."

Proposed Western Pacific Development: Since the facts for this report were compiled, public announcement has been made that the Western Pacific Railroad proposes to construct a railway line from its present terminal in San Francisco to Redwood City.

Application for a permit to build such a line has been made to the Interstate Commerce Commis-

sion by the Western Pacific-California Railroad Company, a newly-organized subsidiary of the Western Pacific Railroad Company.

The proposed route, from the Western Pacific terminals on Islais Creek across the Bayshore tide-lands and skirting eastward of the Bayshore Highway, is shown on the map on page 163. The company has announced that the line to Redwood City eventually would be extended across San Francisco Bay to its transcontinental lines at Niles, to give the Western Pacific an all-rail connection with San Francisco.

If and when constructed, the proposed route will offer new transcontinental rail connections for the industrial areas of the two counties parallel to and in competition with the Southern Pacific. The advent of the Western Pacific into territory now served by only one transcontinental railway system, would offer competitive rail service, which numerous citizens of San Mateo County, during the course of the survey, declared to be a desirable factor for the industrial progress of the San Mateo County area.

Chapter XII

Trend of Metropolitan Development in the United States

THE problems of each metropolitan area in the United States today are those incident to its rapid growth. Political unity has lagged behind social and economic cohesion. A metropolitan area, as well as certain of our great cities, is obliged to struggle towards the achievement of its destiny amid the conflicts, divided opinions and divergent aims of its several independent component political jurisdictions. There can be no doubt but that political separation impedes the orderly development of a metropolitan area and intensifies the difficulties of progressive and comprehensive public undertakings. The chief governmental problems of an area—such as highways, transportation, water supply, public health, crime control, regional planning and the like—have no relation to political boundaries.

It is a natural and noticeable trend that large and growing metropolitan communities should attempt to consolidate and unify their governments. The proposals of other cities to develop consolidations in government, however, have met with only partial success. No city has a unified government for its entire metropolitan area. What has been accomplished and what has been proposed in other communities will be briefly summarized here.

Baltimore, Md.: The City of Baltimore is an independent legal subdivision of the State of Maryland, so created in 1851, as a result of a prolonged political warfare between the city and the rural counties. Its status was determined by the state but it functions as a city under a charter. As the city has grown, annexations have been made to the city by acts of the legislature which subtracted the territory from adjoining counties and added it to the City of Baltimore. The laws provided no referendum vote by the citizens of the territory to be annexed, or the county of which it was a part, but did provide for compensation to the counties whose territory was taken away. The lack of provision for such a referendum was attacked in the courts, but the courts declined to invalidate annexation proceedings on that ground. The effect is, that while the city has an independent governmental status, it is dependent upon the state for achievement of a wider scope of authority, and the surrounding territory proposed

for annexation, or affected by any annexation, has no direct vote on approval or disapproval of the proposals.

Philadelphia, Pa.: One of the first movements in the United States to consolidate a metropolitan area was the extension of the boundaries of the City of Philadelphia to include all of the territory of the County of Philadelphia, which was accomplished by an enactment of the state legislature in 1854. The act was an outright annexation measure. All of the municipalities, districts and townships of the county were absorbed by the city. The consolidation act carried with it a new charter for the city which made possible a unified government for the entire area. The immediate result was a subsidence of the civil turmoil that had disgraced the city for several years, and which was one of the prime causes leading to consolidation. An effective police department and a paid fire department were established for the entire area. Other beneficial results were the development of a comprehensive water supply and sewage disposal systems, the establishment of a metropolitan park system and a uniform assessed valuation of property. The consolidation act, however, did not include the county officers, although many believe the act so intended. Unification of government was obtained but not thoroughgoing simplification. This next step, uniting the city and county organizations, is being advocated by the Philadelphia Bureau of Municipal Research and other civic organizations of the city.

St. Louis, Mo.: The City of St. Louis has had an anomalous experience in seeking to improve its municipal government. In 1876, as a culmination of a protracted effort to achieve home rule and to cast off the yoke of ruinous county government, the city obtained an amendment to the constitution of the State of Missouri which permitted the city to separate from the county, enlarge its boundaries, and to establish itself as a new political subdivision of the state. Thus the city, by charter, functions as a city and carries on state functions (principally the courts and legal offices such as sheriff and public administrator) as one unit. The separation of the city and county achieved

beneficial results in promoting economy and better administration. The plan, however, failed to provide for future necessary extensions of the boundaries of the city. By 1925, the city had developed practically all of its territory and that part of St. Louis County which was divorced in 1876 was being rapidly occupied by people whose interests were primarily concerned with the City of St. Louis. A movement was started to regain the territory for the city which had been given up. In 1926, a state constitutional amendment was adopted to create a board of freeholders, nine from the county and nine from the city, to propose one of three things: (1) To absorb the governments of St. Louis County into that of St. Louis City; or (2) To put the city back in the county and to reorganize and consolidate their respective functions; or (3) To annex to the city a part of the territory of the county.

The freeholders proposed the first alternative, which was voted upon in October, 1926. The city voted approval, but the county rejected the scheme, and it thereby failed.

New York City: The best known and the most far-reaching of all efforts to achieve consolidation of a metropolitan area in this country is the formation, in 1898, of Greater New York out of the district formerly composed of New York (Manhattan), Brooklyn and Richmond counties, and portions of Kings, Queens, and Westchester counties. Prior to the consolidation, the area had a population of more than 3,000,000 and was for all practical purposes an organic unit, but politically it was made up of more than 40 governmental bodies. The urge for unity was prompted by the need of unified action on problems of transportation, sanitation, city planning, housing, public safety and the like, but the immediate necessity was the desperate financial situation of all of the communities except New York (Manhattan). The consolidation was preceded by a vote of all districts involved, which was advisory only and in reality settled nothing. The consolidation was made possible by a measure enacted by the state legislature, setting forth the boundaries of "Greater New York" and authorizing a commission to draft a charter for the government of the entire area, with the provisions that the county governments should not be included, but that equal and uniform assessed valuations and taxation should exist.

The charter, as adopted, is complex. Its chief features are the establishment of boroughs along the county lines within the greater city and the granting to these boroughs of local autonomy for the administration of such local improvements as sewage disposal, street construction and maintenance, and operation of public buildings. Two boroughs also control garbage disposal. The borough units each have a president, who has an important role in the administration of the central government as a member of the board of estimate and apportionment, which, through its power of initiative and control in all financial matters, is the principal governing body of the city. The members of this board have unequal voting power, the distribution being as follows: The mayor, comptroller and president of the board of aldermen cast three votes each; the presidents of the boroughs of Manhattan and Brooklyn, two each; and the presidents of the boroughs of Bronx, Queens and Richmond, one each.

The advance of New York since consolidation is one of the outstanding achievements of municipal government in the United States, although political scientists agree that the form is defective in many particulars. Unified government soon brought about the development of bridges, tunnels, rapid transit and water supply systems for the metropolitan area. There has also taken place an astonishing growth in population and development of the outlying boroughs. An able commentary on municipal government sums up New York's achievement of unification in these words:

"That this basic unity of the metropolitan districts has been one of the most potent factors in fostering the commercial and industrial development which has made New York the first city of the world scarcely needs to be said."

In a recent speech, Governor Alfred E. Smith of New York outlined a plan for reorganization of New York's city, town and county government. He proposed a simplification of New York City's government by wiping out all borough and county lines; the replacing of the present county and town organizations in Westchester and Nassau counties (immediately adjoining New York City) with single city-county government; and the reduction of the 62 other counties of the state to about half by consolidations, which would also merge small town governments into the county organization.

Denver, Colo.: The consolidated City and

County of Denver was created by a state constitutional amendment adopted by the voters of the state in 1902, which provided for the merging of the city of Denver and Arapahoe County as a single governmental unit. The movement for the amendment had its inception in the desire for home rule and a reform movement to clean up a corrupt political situation in Denver. The first charter drafted for the consolidated government, involving the principles of the short ballot and simplification of organization, was defeated at the polls. A second charter eliminated some of the features objected to, and was adopted in 1904. Then followed a period of controversy over the electing of separate city and county officers which held up the adequate operation of the city and county charter until 1911. In 1913, the charter was amended to provide for a commission form of government, but three years later this was abandoned for the adoption of a highly centralized administration under an elected mayor. When consolidated government was made a fact in 1911, benefits began to show immediately in economies of operation of the local government. The cost, according to city financial records, was only \$476,600 in 1917 as compared with \$679,400 in 1911 (the last year of separate officers) despite an increase in price levels. The administration of government has notably improved and a greater civic consciousness has been developed.

Pittsburgh, Pa.: The movement for a Greater Pittsburgh has taken two major political steps. The first took place in 1906, when special state legislation was obtained which made it possible for Pittsburgh to consolidate the City of Allegheny and other suburbs by compulsory annexation. The special legislative acts provided that annexation could take place on the initiative of the city council, or two per cent of the voters, of the larger city; that a majority vote of the city proposing the annexation and the territory proposed to be annexed was sufficient; and that the government of the smaller community should be absorbed by the larger. As was to be expected, the favorable vote in Pittsburgh was sufficient to overcome the adverse majority in Allegheny. The legality of the procedure was sustained by the courts.

The annexation did not disturb the government of school districts or the county. It had the beneficial effect of promoting vast improvement in transportation connections, introducing uniform

street car fares, abolishing of toll bridges, revising an inequitable system of taxation, developing a metropolitan water supply, and completing an extensive program of street and other public improvements.

The second major step, now being formulated, proposes to create a new form of metropolitan government to include the 124 political units now existing in Allegheny County, and including the county government. It has been termed a "federated city" plan. The chief features of the plan are: The creation of a consolidated city and county government with power to deal with matters affecting the metropolitan area as a whole; the guarantee of continued self-government in all local matters to the cities, boroughs and townships now existing; and the submission of the whole plan to the double test of a majority vote of the county as a whole and a two-thirds vote in a majority of the 124 governmental units concerned. Other details provide that the local governments shall retain their own financial programs, debt obligations and operation of public utilities, but any unit by vote may consolidate with other units, and may vote to permit operation of public utilities or other services by the consolidated city and county.

Due to the complexity of procedure to obtain the necessary amendment to the state constitution, the plan has not yet been submitted to a vote. One problem to be solved is to find a name for the federated area to distinguish it from the city of Pittsburgh. A fundamental defect appears to be the continuation of local self-government by all existing cities, boroughs and towns in the county, except for such public utility operations or other services which a local unit may vote to relinquish to the consolidated city and county. The chief objects of the proposed federation appear to be to provide for unified development of certain metropolitan area functions and to credit to Pittsburgh the census population of its metropolitan area.

Boston, Mass.: It is a well-advertised fact that although there are approximately 1,500,000 persons living within 15 miles of the State House in Boston, the 1920 federal census gives Boston a population of only 748,060. The other half of Boston's great metropolitan population resides in fourteen cities, twenty-six towns and five counties, all with independent or overlapping political organizations and bound to Boston only through the

limited jurisdiction of a metropolitan commission established by the state.

The question of merging these co-existing and competing units is one of long standing. Several plans of loose federation by single county government or metropolitan council have been officially proposed. One bill providing for outright annexation was introduced in the state legislature but failed to pass.

One step towards unified control of certain of governmental services in the metropolitan area has been attained in the establishment of the Massachusetts Metropolitan Commission, with jurisdiction over water supply, drainage, parks and regional planning for practically the whole of the Boston metropolitan area. The functions, except regional planning, were originally controlled by separate commissions, which were merged in 1923, but each function embraces a slightly different territory.

The commission is not a municipal governmental agency as its members are appointed by the governor. It acts as an agency of the state for the purpose of meeting the common needs of several cities and towns. This form of organization, although effective for limited purposes during the period that the Boston metropolitan area is working toward the solution of its problems, is contrary to the recognized principles of local self-government of municipal functions.

Alameda County, Calif.: In 1921, Alameda County voted upon and defeated a proposal to establish a consolidated city and county government, county-wide in scope with the component cities as autonomous boroughs retaining important local powers and functions. The plan carried with it a proposal of a city-county manager with limited powers and an elected mayor. Whether the plan of loose borough federation would have succeeded is a matter of speculation. The proposed charter provided for more innovations in local government that are usually proposed at one time.

Los Angeles: By a policy of annexing unincorporated territory and consolidation with other cities within its metropolitan area, Los Angeles has become the largest city in the world in point of area. It now includes more than 410 square miles within its municipal boundaries, governed as a single unit under a local charter.

Unified government for the Los Angeles metro-

politan area has brought about the elimination of many small municipal units, each with independent government duplicating services of neighboring communities; the centralization of administration of governmental functions and their extension to all parts of the incorporated areas, the development of a metropolitan water supply, uniform taxation, and an extensive program of major public improvements, including boulevards and superhighways, sewage systems, port facilities and public buildings. Local development of public improvements has been carried on in connection with general improvements by the creation of hundreds of special assessment districts for financing streets, sidewalks, street lighting and sewers.

Los Angeles County has also succeeded in simplifying its government by adoption of a county charter, which provides for uniform assessment methods throughout the county, a short ballot, regional planning and the establishment of special districts county-wide in scope.

Other Proposals: Several other large communities have official or semi-official proposals for local governmental unification in some stage of consummation.

A metropolitan area for Detroit, Mich., has been proposed to combine the administration under a single body of such functions as regional planning, water supply, rapid transit, major highways, sewage disposal, health, education, police and fire protection.

A citizens' organization has recently been formed in Cleveland, Ohio, to study and report on plans for unification of the Cleveland metropolitan district.

Portland, Ore., has a Simplification Commission, appointed by the governor by virtue of a state legislative act, to prepare plans and suggest methods for a more unified control of the governmental problems common to Portland and its environs.

Montreal, Province of Quebec, Canada, is taking official recognition of proposals to establish a borough form of government for the communities on the Island of Montreal, patterned after London's borough government.

The New York Bureau of Municipal Research has proposed that Newark and the eastern half of Essex County, New Jersey, be consolidated as a city and county.

Chapter XIII

Desirability of Consolidation, and Proposed Form

PRECEDING chapters of this report have outlined the form, functions, procedure and fiscal data of the 71 governmental organizations found in the San Mateo County area, and the single consolidated government in San Francisco, with many proposals for improvements and simplification. Other chapters have outlined and discussed developmental factors, comparative governmental costs and assets of common interest; also a resume of the efforts resulting in or leading to unification of metropolitan areas in the United States and the benefits of such complete or partial unification as has been attained.

Analysis of these data from the standpoints (1) of existing decentralization and separation of governmental organizations, in relation to the estimated effect of centralized coordinated government on the development of the area; (2) of securing measures and projects necessary for such development, and (3) of the centralization and simplification of government from the viewpoint of expediting the securing of necessary development—indicates the desirability of political consolidation of the two areas.

Governmental centralization and simplification will materially improve governmental machinery and processes in both San Mateo County and San Francisco. As a result, and from the more important standpoint of the two areas as an economic unit, centralization that will come from consolidation will materially expedite the planning, financing and securing of projects necessary for the growth, upbuilding and orderly development of the area as a whole.

A proposal of consolidation to be carried into effect must rest upon a solid foundation of benefits to be derived by both San Francisco and San Mateo units. Consolidation cannot be imposed by either area on the other. California "home rule" policies, as established by the constitution, effectively safeguard all organized government units. Consolidation can take place only by popular consent with the approval, by vote, of the electors of both counties and incorporated cities therein.

Political unity of the two areas by consolidation will not work magic, and will not automatically solve all area problems. Consolidation and unity

can be expected to break down artificial political boundaries, to centralize existing decentralization, and to provide a unified machinery and procedure, by means of which common objectives of the two areas can be foreseen, planned for, and secured. To the extent that centralization and simplification of government, and the resultant securing of needed projects will expedite the development of the two areas as a unit, such development is dependent, in large measure, on consolidation.

County Charter Only Partial Benefit:

San Mateo County, containing 71 governmental units, can materially improve its county government, and reduce its governmental units to 53 by the adoption of a county charter. This is discussed in detail in the following chapter. By reason of local interests in San Mateo, a county charter may be as difficult to achieve as consolidation with San Francisco. Such a measure, however, cannot be considered as an alternative to consolidation. A San Mateo County charter could not consolidate the governments of San Mateo County and its ten cities, could not consolidate the 42 school districts in San Mateo County, could provide no improvements in machinery for the planning and securing of developments required by the San Francisco-San Mateo area, and would provide little, if any, improved means for cooperating with San Francisco in joint action for the securing of projects necessary for the upbuilding and development of the areas as a unit.

Every advantage that might be secured to San Mateo County by the adoption of a county charter could be secured by consolidation with San Francisco. In addition, such consolidation would be productive of additional advantages and benefits that a San Mateo County charter, because of constitutional limitations, could not reach.

Type of Unified Government Proposed:

The type and form of consolidation of the two counties and governmental organization therein, as recommended in this report, are outlined in detail and discussed in later sections of this chapter.

As a basis for the discussion of San Francisco and San Mateo interests in consolidation, advantages thereof and objections that have been voiced

thereto, it is desirable to outline at this point the main elements of the form of consolidation that is proposed. These are briefly as follows: (1) That the two counties and incorporated cities therein consolidate under a city-county form of government; (2) that, in the charter to be voted on to carry consolidation into effect, boroughs be delineated and organized within the city-county for the local control of local legislation, taxation, policies and administration; (3) that borough representation on the city-county legislative body be equitably provided for; (4) that, as a part of the consolidation question to be voted upon, borough tax-

ing powers for local borough purposes be effectively provided for, and city-county taxation powers for the purposes of the area as a whole be specifically stated, and that both be properly limited and made subject to popular control, respectively, of local and area voters; (5) that any incorporated city, or town voting against consolidation (if consolidation is effected by a majority vote by each county, separately) retain its status as an independent municipality, but become part of the consolidated city-county for the purposes of carrying out county functions for such city.

Area and Local Interests in Consolidation

There are outstanding interests, ambitions and objectives of the San Mateo-San Francisco area, to be advanced by consolidation, that should be outlined.

San Francisco and San Mateo counties are closely bound by ties of geography, historical antecedents, character of environment and joint interests of population, and common needs of the area as a whole. Many of the problems growing out of these inter-community interests have in the past and must in the future be solved by cooperative action. To the extent that the solution of these problems is governmental in character, or may be aided by governmental means, a consolidated government for the two counties is of primary interest and importance.

The problems common to the area—such as water supply and distribution, major highways, transportation, port and industrial development, sewage disposal, regional planning, bridges, airports and the like—are created by metropolitan growth which is centered in San Francisco. Such problems extend to San Mateo County because of the territorial limitations and political boundaries of the City and County of San Francisco and because the entire peninsula area is a single economic unit. For the most part, the solution of such problems requires San Francisco financing, because of its taxable wealth and financial resources.

The speedy and economical solution of such problems, and similar problems of major importance that may be developed by future growth, can best be attained by consolidation. A centralized government, establishing an organized machinery for the formulation of plans and the coordination of all units in the carrying out of such plans, will

represent a long forward step in the attainment of the present objectives of the two areas, and the development of future plans to advance the development of the combined area.

Large trunk highways through San Mateo County are required, primarily, for the traffic that is caused by San Francisco's growth. Such highways are in excess of the normal needs of San Mateo County, and their cost is greater than San Mateo County is able or willing to finance. San Francisco has recognized its interest in San Mateo highway development, and its obligation to assist in financing highway projects in San Mateo County. Such cooperative action has been and will be cumbersome and difficult to achieve, under existing separate government. The proper planning, development and financing of an adequate highway system for the future needs of San Francisco and the peninsula area can best be obtained by a consolidated government with provisions for equalization of costs in proportion to benefits and assessed valuations.

The acquisition of the Spring Valley Water system by San Francisco has created a joint governmental interest of the whole area in the Spring Valley water sources, which are located in San Mateo County. The need of the San Mateo County area being assured of an adequate source of water at the lowest possible cost is a problem which can be solved for the greater ultimate benefit by governmental consolidation.

The growing menace of disposal of raw sewage into San Francisco Bay is a health problem in both San Mateo and San Francisco and the treatment of raw sewage is a problem which will require comprehensive planning and extensive financing. It is

essentially a problem requiring coordinated governmental control and, probably, application of the financial resources of a large part of the area.

There is a common interest in formulating a "regional plan" to guide and direct the future development of the two counties according to a comprehensive program which will eliminate the faults of present piece-meal methods and independent planning of the various governmental units. Piece-meal, uncoordinated plans and developments are certain to require costly changes in the future.

The common interests of the two counties in transportation, industrial development, bridges, airports, reclamation of tidelands, and the like, can be expedited by consolidation, to the extent that governmental cooperation is needed in the solution of these problems. A centralized governmental policy and responsibility would be a contributing factor to bring together public and private interests for the development of these common problems.

San Mateo County Interests:

San Mateo County is now a group of separate communities and districts, each with individual existence and individual identity. The wide diffusion of governmental organization and function will be corrected, either partially as an objective in itself or completely as a by-product of consolidation. Simplification of government by a city-county form of consolidation, leading to the reduction of 71 governmental units by more than 90 per cent and the probable reduction in present costs for governmental services, should be of primary interest to San Mateo County citizens and taxpayers.

The present San Mateo area, either as the existing group of independent governmental units or as a consolidated whole, has developmental and fiscal problems that may tax its resources to solve. Many of these problems are of interest, and their prompt and proper solution is of value, to the present San Francisco area and population. Consolidation will provide an effective machinery for the financing of capital costs of improvements essential to the development of the whole area.

Certain of these developmental and fiscal problems are forced on San Mateo County by its proximity to San Francisco, with a population of 680,000 people making wide use of San Mateo highways and recreational facilities and creating the need for regulatory measures of various kinds. The whole burden is now placed on San Mateo County, except as this may be shared with San Francisco for

specific projects through unwieldy cooperative measures. Consolidation will provide machinery for the adequate development of facilities and the proper allocation of costs.

San Francisco Interests:

San Francisco's interest in seeking unification with San Mateo County is self-evident. The boundaries of the City and County have not, for years, encompassed San Francisco's metropolitan development. Projects are continually proposed—rapid transit between the two areas, highways through the two areas, etc.—that depend for development on financing by the wealth of the San Francisco area. Such projects are primarily for the benefit of the population of San Francisco, although the greater part of the physical development accrues in San Mateo County.

Part of the San Francisco interest in consolidation grows out of a desire for a higher recognized population total, but it is coming to be considered that this is not, in itself, a benefit.

San Francisco has one advantage over many other large communities in that it has already achieved simplification in government through the consolidation of its city and county functions. The scope of effectiveness of such consolidation, however, is limited to a small area, forty-two square miles, on the tip of the San Francisco peninsula which includes 91 per cent of the population and 91 per cent of the actual value of assessable property of the combined San Francisco-San Mateo areas.

It would be a backward step, governmentally and from the standpoint of centralization and governmental costs, if San Francisco, in seeking any possible amalgamation with San Mateo County, should forfeit the advantage already gained of a single-unit government.

Contrasted with San Francisco, San Mateo County has a host of subsidiary governmental units with unequal and restricted jurisdictions, separate taxing and debt-incurring powers. Such separate and independent units complicate the governmental operations of the area, considered as an economic whole.

There are, however, many opportunities to improve on the organization and procedure of San Francisco's present form of government. Since the present charter was drafted in 1898, municipal government has been scientifically studied for the first time, and, as a result, municipalities have made

great strides in improving their administrative procedure.

The movement, initiated in February, 1928, by the Judiciary Committee of the Board of Supervisors, for revision of the San Francisco charter, indicates that improvement in the San Francisco form and processes is recognized as needed and desirable. Any possible consolidation plan will require, and, in part, must be based on, modernization of San Francisco's form of government.

All San Mateo County Should Be Included:

There has been some public discussion that only the built-up areas of San Mateo County should be included in a consolidation movement because of the wide difference in the governmental services of the urban and rural areas. The necessity of greater governmental financial resources for the development of the rural areas of San Mateo County is one of the principal interests in a consolidation plan. All of the rural areas of the county have a common interest in such development.

There is no measurable basis, in consideration of San Francisco-San Mateo consolidation, for proposing that San Francisco consolidate with any fraction of San Mateo County. The only fractions that might be so considered are the west or coastside, and the east or bayshore, sections of San Mateo, which are topographically separated; or the dividing of the county along an east-to-west line to permit the section farthest removed from San Francisco to function independently as a county or to consolidate with Santa Clara or Santa Cruz counties.

The entire area has common economic interests with San Francisco, which vary among various sections of the county, such as between the industrial cities of South San Francisco and Redwood

City, the residential cities of Hillsborough, Burlingame, San Mateo and others, and the undeveloped areas on the coastside.

The severance of a part of San Mateo County and its organization as a separate county of the State would serve no useful purpose. An additional and separate county would add to, rather than reduce the number of governmental units and would not simplify governmental procedure for the area. Isolation of part of the San Mateo area would produce financial difficulties for such an area, by reason of lack of taxable wealth for its maintenance as a separate county. The benefits to be derived from consolidating the financial resources of the two counties for the development of areas needing greater governmental services would be lost to that part of the county which should be isolated and separated. For example, the construction of highways to serve the coastside areas of San Mateo County, which will facilitate the settlement and development of such areas, will be facilitated by consolidation, hindered by separation.

No line of demarcation of economic interests can be found in San Mateo County. The entire county has the same interests as any part of it, and all of the county would be equally benefited by consolidation.

The proportions of undeveloped and developed areas in a combined unit of San Francisco and San Mateo counties would be no greater than the proportion that existed in San Francisco in 1856, when the city and county was established, at which time practically all of its population resided in a narrow area between Russian Hill and the Mission.

The possible development, by extension of public works and governmental services, of the rural areas of San Mateo County, is one of the main objectives to be attained by consolidation.

Expected Benefits of Consolidation

The benefits that may be expected from consolidation of San Francisco and San Mateo counties, and the 70 other independent political subdivisions of San Mateo County, can be summarized as follows:

1. A coordination of the governments and governmental functions of the area, under which the wealth and power of the combined area will be materially assisted in the securing of projects necessary for development, and under which private enterprise may operate to the best advantage in

promoting the development of the resources, commerce and industry of the area.

2. The elimination of many arbitrary political boundaries and the inclusion of the whole area in a single political unit, subdivided only into local units (boroughs) for local purposes.

3. A great degree of simplification of governmental organization and processes in San Mateo County—the replacing of 71 governmental units by a few boroughs, a centralized city-county organization and a centralized school administration—all

of which, on the basis of experience of other cities and of public and private business, should produce important reductions in the present cost of government to San Mateo County taxpayers.

4. The improvement, under a centralized form of government and simplification of organization, of many of the governmental processes of San Mateo County, such as fiscal operations, court organization and powers, police services, child welfare, health inspection and sanitary services, street and highway maintenance, building codes and building inspection, fire prevention, and others.

5. The orderly and economic development of major projects involving future large expenditures—such as highways, sewer systems, sewage disposal, and water supply.

6. The coordination of school administration, with a consequent improvement of educational opportunities for the children of San Mateo County, a logical development of school facilities and curricula for all sections of the area, a reduction in necessary expenditures for school lands and buildings, and the development and operation of the school system as a coordinated unit instead of through 42 uncoordinated districts.

7. The extension of the "home rule" benefits of the San Francisco city and county form of government to the San Mateo County area.

Consolidations in Other Metropolitan Areas:

Consolidations in other metropolitan areas have brought about new developments for the enlarged areas, stimulated in a great degree by comprehensive improvement of water and transportation systems, extensions of sewage, drainage and park systems, extension of major highways and streets, introduction of regional planning and the coordinating of governmental authority to accomplish these ends.

Political scientists emphasize that the tremendous developments of bridges, tunnels, rapid transit systems, water supply systems and improvements of outlying areas in New York are direct results of the 1898 consolidation of various local units comprising the New York area, and that it is such developments, primarily, that have enabled Greater New York to attain its preeminence as the first city of the world.

As a result of the annexation of Allegheny to Pittsburgh in 1906, the consolidated area has benefited by improvement of transportation connections,

the abolition of toll bridges, the revision of the tax system, the development of a metropolitan water supply and an extensive program of street improvements. Philadelphia, by its earlier consolidation of all cities, villages and townships in the County of Philadelphia as a single city, has achieved effective police and fire protection for the entire area, the uniform assessment of property, and has developed comprehensive water supply, sewage disposal and metropolitan park systems. St. Louis and Denver, by consolidation of city and county governments for their areas, have been benefited by improved and more economical administration of governmental functions. Los Angeles has become the largest city in the world in point of area as a result of a policy of annexation of territory, the extension to the consolidated area of a large number of municipal services, including water supply, and a vast program for the development of streets, sewers and other public improvements.

San Francisco and San Mateo also have their problems of comprehensive development of water supply, transportation, highways, industrial expansion, sewage disposal, health protection, and regional planning which may be adequately solved by coordinated and cooperated governmental authority.

Metropolitan unifications have almost invariably been accompanied by some kind of governmental reorganization. Political scientists have stated that, within the last two decades, cities have made more rapid advances in securing better governmental procedure than during the previous one hundred and fifty years. There is a general sentiment that separate independent local governments within an economic area have become too complex, and that there are too many independent and over-lapping units which increase costs and have the power to obstruct comprehensive development. Simplicity in governmental organization and greater returns for public funds expended are being sought.

The histories of American cities indicate that political expansion and improvements have nearly always been born out of great reform movements or following a period of civic distress. This was true of the establishment of San Francisco's consolidated city and county government in 1856.

No such condition exists in San Francisco and San Mateo counties today to impel political action.

It is also an historical fact that many municipal governmental changes have been imposed upon

communities by legislative bodies without popular consent. San Francisco's boundaries were changed in 1856 by an act of the State legislature alone. The referendum preceding the consolidation of New York in 1898 had no legal force. The vote on Pittsburgh's annexation in 1906 was designed to thwart the popular will. The only cases where the question of consolidation has been squarely pre-

sented to all of the people concerned have been in St. Louis and Alameda County.

Under California laws granting liberal "home rule" powers to chartered cities and counties, any program of unification of San Francisco City and County and San Mateo County can be carried out only by popular consent, either by means of existing legal machinery provided by the State, or by new or special laws that may be adopted.

Discussion of Objections to Consolidation

Prior to and during the course of the survey, various expressions of approval or objection to governmental consolidation of the two counties, or consolidation under present conditions, were voiced by citizens and representatives of civic organizations of San Mateo County. Some of the objections raise points which affect the consideration of any specific consolidation program and must be summarized herein.

Practically all public discussion of possible governmental amalgamation of the counties has shown an agreement that the fundamental interests of the entire area are identical and that cooperation is necessary. Objections to consolidation have been generally based on beliefs that such a step would deprive local governmental units in San Mateo County of their local identity and local control of affairs, that the San Mateo County area would be dominated by San Francisco, that San Mateo tax burdens would be increased, and that the San Francisco form of government, as now organized and administered, is unacceptable.

A prevalent objection, and an intangible one, is based on local pride or patriotism, one phase of which is that local communities would lose their present names and identities. This objection is a sentimental one. It establishes local pride-of-place as of primary importance, transcending the needs of the region as a whole and of the local community as a part of such region.

Local Identities:

Local identities are not necessarily lost under a consolidated government. In New York City, old names are preserved. Greenwich Village, part of the original Manhattan, is almost as well known as New York itself; Harlem, Brooklyn, the Bronx and other sections retain their names and identities. Hollywood retains its identity as part of Los Angeles. In San Francisco, the Mission, Richmond,

Sunset and other localities are names of common usage and probably always will be. Similar instances could be cited for all other consolidations.

A more important phase of local pride is based on the belief that the particular characteristics of local communities would be submerged under consolidated government, that local control would be abrogated, and that the proper interests of communities would be lost sight of in a consolidated centralized government.

Local interests and regulations that contribute to the better development of communities within the region could and should be retained in any consolidation program. One of the factors contributing to the desirability of consolidation of the two counties is that, under consolidation, the "home rule" privileges enjoyed by San Francisco's city-county government can be extended to the larger area. It is likewise important that a proper degree of "home rule" for local communities in their local affairs should be provided for under a consolidated government by the organization of boroughs within the consolidated area.

Local Control:

Objections to consolidation based on the premise that consolidation will promote industrial development where a home-community should be preserved does not take into consideration that, while industrial development may be expedited by unified government, such development is based primarily on economic demands. The expressed desires of San Mateo interests for improved transportation, port facilities and other factors which directly or indirectly will promote population, business and industry, and the economic forces affecting such matters, will primarily control the development of industrial areas.

One basis of objection to consolidation is that San Francisco may dominate governmental func-

tions in San Mateo County. Consolidation, and the charter on which such consolidation must be based, must be acceptable to and approved by San Mateo County electors, and should provide, on the one hand, for centralization of many administrative services, and, on the other hand, for local control of local functions through borough organizations created for that specific purpose.

Relative Tax Burdens:

An objection to consolidation based on the fear that consolidation will increase tax burdens on San Mateo County property is not borne out by the survey. By adjusting 1927-28 tax rates on a common basis of assessed valuations, the survey shows that the tax rates of cities of San Mateo County for municipal, district and county purposes average \$8.113, as compared with an adjusted tax rate for San Francisco of \$7.805 on the same assessed valuation basis. The survey also shows that per capita governmental costs of all San Mateo County units for 1926-27 was \$66.08 as compared with \$52.21 for San Francisco. At such rates or charges for governmental services, San Francisco citizens are provided with governmental services and facilities far in advance of those provided by the cities of San Mateo County for their citizens.

It is not conceived that any consolidation program would provide that the San Mateo County area should pay taxes for performances of local San Francisco services; in fact, the form of consolidation proposed should restrict borough taxation for borough purposes, except as otherwise provided by the voters of a borough. Many extensions of San Francisco governmental services to the San Mateo area would take place as a product of consolidation without increase in costs. San Mateo County would be aided by the promotion of common services of the area because San Francisco would pay a proportionately greater share of the tax costs.

Increased costs of services may, and probably will, develop under a consolidated government, not as a product of consolidation, but by reason of the necessity of the extension of services which may be desired, required or voted by the citizens of San Mateo County communities.

San Francisco Charter Unacceptable:

Both opponents and proponents of consolidation have voiced objections to consolidation under existing governmental or political conditions in San

Francisco. The survey did not attempt to appraise these conditions. The San Francisco Bureau of Governmental Research, however, has long maintained that the governmental organization and procedure, as established by the San Francisco charter, is cumbersome, irresponsible and out-of-date.

The objections to the type of San Francisco government, to the extent that they may be well-founded, can be removed by revision of the San Francisco charter, in advance of a consolidation program, or as part of a consolidation movement, to provide for (1) a modern, business-like, non-political type of organization, under which functions are clearly defined and responsibility therefor unmistakably fixed, and (2) the modernization of governmental procedure. Provisions of a San Francisco charter for the administration of purely local San Francisco services would not affect provisions for local control of services by San Mateo County boroughs under a consolidated plan.

Disparity in Governmental Needs:

The same provisions, which should be made in a consolidation program for local control of local services, would also meet objections that the present disparity in population, tax wealth and needs of the two counties demand different application of governmental administration methods, and that metropolitan city government should not be proposed for rural areas in advance of needs. San Mateo County now contains a large percentage of territory rural in character. The inclusion of rural territory in a unified government is primarily of benefit to such rural areas, and, ultimately, to the whole area. Such inclusion facilitates the financing by the whole area of highways and other projects necessary for the development of the rural area. Los Angeles has made notable steps in providing developmental projects and local governmental services for rural areas within its boundaries. San Francisco had a large undeveloped area when it was created a city-county in 1856; its present-day development may, in part, be ascribed to the facility with which city services could be extended to all parts of the city-county under unified government.

A possible objection to consolidation might be created by the recent action of San Francisco in voting bonds for the purchase of the Spring Valley Water system, in that tax payments by such properties in San Mateo County would not be obligatory if the area is consolidated as a single political

unit. Such revenues are an important part of the tax revenues of San Mateo County units; therefore, it will probably be necessary that a consolidation

plan provide for the continuance of tax payments by the water utility, under municipal ownership, just as was the case under private ownership.

Alternatives to Consolidation

If consolidation of the two counties is not accomplished, the present boundary lines and independent county governments will, of course, be continued. The solution of the common problems of the two areas will not be advanced, except as each unit may proceed with developments within its own area, or as co-operation may be established by joint agreements or by the organization of special administrative or "metropolitan" districts.

New administrative districts would create additional governmental units with tax-fixing and debt-incurring powers, and would add to the complexity of existing complicated governmental structures. Coordinated planning and financing could not be accomplished thereby. San Francisco will no doubt continue to assist San Mateo County in the financing of highways and other required improvements, but the procedure therefor would continue to be cumbersome, unwieldy, subject to bargaining, and difficult to arrange, as at present.

Without consolidation, San Francisco will continue to be restricted in its metropolitan development and in the expansion of governmental activities to take care of its metropolitan needs, and San Mateo will have a continuously-increasing necessity of planning for and providing projects and services which the growing population of the two

areas will require.

While it is true that San Mateo County, by the formulation and adoption of a county charter, could improve its governmental organization and processes, and effect a slight reduction in the number of separate independent governmental units, it is probable that such partial simplification of government would be as difficult to achieve as would complete governmental consolidation of the whole San Francisco-San Mateo area. Conflicting local and county-district ambitions and jealousies would have a pronounced effect on the provisions of a county charter formulated to attract a majority vote of the electors of San Mateo County.

Moreover, under constitutional limitations, a charter for San Mateo County could deal only with the county, and with sanitary, road, and other county districts, and could not provide for the consolidation of the county and the 10 incorporated cities or the 42 school districts that are organized within the county.

Thoroughgoing consolidation of San Mateo County, its cities, its county-districts and its school districts, is possible at this time—and until such time as the county shall have a population of 200,000—only by consolidation with the city and county of San Francisco.

Possible Forms of Consolidation

On the basis of the foregoing summary of elements affecting the combined San Francisco-San Mateo areas, the major common interests thereof, the major benefits to be derived from consolidation, the developmental effects of other consolidations, and the limitations of alternatives to consolidation, it can be concluded (1) that consolidation of San Francisco and all of San Mateo County is highly desirable, (2) that expressed objections to consolidation can be met by proper consolidation provisions, and (3) that without consolidation there can be only a limited solution of the major problems of the two counties as a single economic area.

In the consideration of possible forms of consolidation, the survey has not been restricted to those permissible under present State laws, but has

studied all possible forms on the basis that the needs and the problems of the combined area should be the controlling factors in establishing the form of consolidation to be recommended.

The experience of other metropolitan areas having similar problems, and the facts developed by the survey, indicate that there are four possible forms of unification which may be considered. They are: (1) Metropolitan districts; (2) single county-separate cities; (3) federated city and county (Pittsburgh plan); and (4) consolidated city-county with boroughs for the control of local policies and functions.

Applying tests which must be made for any program involving unity of San Francisco and San

Mateo counties, it can be determined that only the last-mentioned form is practical and desirable.

Metropolitan Districts:

The organization of "metropolitan districts" could be utilized for a number of purposes, separately or collectively, to provide for coordinated handling of specific problems involving common needs of the two counties, such as water distribution, port, rapid transit, highway or park development, sewage treatment and disposal, regional planning and the exercise of various administrative functions such as garbage collection and disposal, health inspection, police protection and fire fighting.

Separate metropolitan districts, with possible variations in area, could be set up for each function, or a single district might be created for the conduct of several functions. Metropolitan districts, thus established, would be independent governmental units with continuous administrative powers, as contrasted with special inter-county districts, such as the tri-county district organized solely for financing the construction of the Ocean Shore Highway which will cease to exist when the project is completed.

A metropolitan port district could be formed to take over the jurisdiction, if and when relinquished by the State, of the Board of State Harbor Commissioners. The State board is self-supporting and is not now a part of any local government.

Metropolitan districts provide for some degree of unification but no simplification of government is gained. On the other hand, the organization of metropolitan districts will increase the number of governmental units with tax-levying and debt-incurring powers. The Massachusetts Metropolitan Commission is probably the best known of the metropolitan districts, and has a diversity of functions. It is, in effect, a separate governmental unit, with no governmental relation to or with the cities or the counties into which its services extend.

Metropolitan or utility districts would add to, rather than simplify, the number and complexity of existing governmental organizations in the two counties. Furthermore, San Francisco would have nothing to gain by voting its Hetch Hetchy water and power plant, or similar assets, into the control of a metropolitan district.

Single County, Separate Cities:

The consolidation of San Francisco and San Mateo Counties into a single county government, with

separate municipal units and administration, would have major disadvantages and only minor advantages.

As advantages, there would be a simplification and centralization of county governmental functions that now require independent administration among San Mateo County units—such as assessing, tax collecting, administration of charitable institutions and functions, health services and the like.

As a major disadvantage, there would be the necessity of dividing the existing consolidated government of San Francisco County into municipal and county units, which would mean duplication, decentralization and higher costs.

County government is in disrepute in all parts of the country. It is a form to work away from, not to work towards. It was originally set up as an agency of the State to perform functions on behalf of the State, such as administration of justice, highway maintenance, collection of State taxes, and assessing of property. Urban counties, under present-day conditions, perform a multitude of functions, municipal in character and demanding responsive and responsible administrative control. The structure of county organization is not adapted to properly administer such functions.

San Francisco has nothing to gain by abandoning its consolidated form of government and substituting a set of municipal offices in addition to the offices now established for a consolidated city and county. San Mateo County would gain little in the way of simplifying its governmental organization and would profit only by the added assessed valuation of San Francisco, making possible a larger revenue for the development of highways and institutions in its area. The multiplicity of San Mateo governmental functions, as between the county, the cities and the school districts, would be undisturbed.

Such a procedure—the consolidation of the two counties and the continuation of separate cities—would be an expedient only, would contribute no advanced step toward unification, simplification or improvement of organization or procedure, and would result in serious decentralization of the existing consolidated government for the City and County of San Francisco.

The "Pittsburgh Plan":

The so-called "federated city and county" plan of Pittsburgh, which is now in process of formation, is designed to consolidate all of the political units

of Allegheny County, including the City of Pittsburgh, under a city and county designation, with the central government exercising regional powers, and the cities and boroughs within the area retaining all local governmental powers except as the cities may vote to relinquish specific local functions to the administration of the central government.

The county government is to have complete municipal powers to permit it to function in all matters when two or more communities are affected, to carry on common services for the entire area, to administer municipal services in all areas not provided with local services, to develop parks and recreational centers and to acquire and administer public utilities.

The continuation of local municipal governments, each with its full quota of officials, and retaining assessing and tax levying powers, control of public utilities and independent power to authorize bond issues, is an expedient to obtain municipal consent to so-called "regional amalgamation." It provides for a certain amount of unification but for little simplification. Simplification is possible only as county functions may be added to, by delegation to the county of municipal functions, by each municipality separately.

Although it is intended to provide for local governments to cede their control of certain functions, as for example the operation of a water utility, to the central government, the proposed form is likely to prove too inflexible to obtain the benefits of regional control. Local pride and jealousies may and probably will prevent or delay any program of comprehensive development, and nullify the hope of efficiency and economy expected to result from centralization.

The "Pittsburgh Plan" is in the formative stage. It has apparently been designed to meet a particular local situation, wherein there are large built-up areas of independent municipal government, with a need or a possibility of coordinating common services. It may have greater potentialities for Pittsburgh and Allegheny County than it appears to offer for San Francisco and San Mateo counties. Applied to the San Francisco-San Mateo area, it would provide city-county government for the entire area, without the advantages of simplification of government, except as incorporated cities might be induced to vote to relinquish existing powers, which seems unlikely.

Existing Laws, City-County Consolidation:

The complete absorption of all San Mateo County political units into the City and County of San Francisco, with authorization for borough government, is expressly provided for by provisions in the State constitution. Under the law, any city-county (San Francisco) may annex territory in any county in which it was previously included (San Mateo County).

The constitutional provisions, however, seem to provide an unworkable basis for San Francisco-San Mateo consolidation.

It is provided that San Francisco shall take the initiative in presenting a consolidation proposal by action of its Board of Supervisors or upon a petition of fifteen per cent of the qualified voters.

The proposal, which shall outline the district proposed to be annexed and shall specify the bonded indebtedness of San Francisco which would be assumed by the annexed territory, if any, must be first submitted to the electors of each incorporated city in the proposed district. Each such city must approve by a majority vote or, in event of failure to approve, it cannot be annexed.

Upon such consent being obtained, San Francisco must define a district including any and all such municipalities which have voted in favor thereof, together with such unincorporated territory as may be desired, the whole to form a contiguous area to San Francisco. The law also provides that no territory may be isolated from any county of which it may be or may become a part; which, in effect, would prevent San Francisco from defining a district excluding any municipality which failed to consent to consolidation, except as the boundaries of such a municipality might be contiguous to any part of San Mateo County which was not included in the district, or to some other county which it might join.

Within two years of the initiation of the original proposal, and not later, the question of annexation must be submitted to the voters of the designated district as a whole, to the voters of all of San Mateo County, and to the voters of San Francisco.

If the vote of the district proposed to be annexed be favorable, and the vote of the county as a whole be favorable, and the vote of San Francisco be favorable, the annexation would become effective on the date fixed in the proposal.

The proceedings are extremely complicated, but specifically protect any incorporated city or unincorporated territory from being annexed contrary to its wishes.

The procedure makes possible the consolidation of all of San Mateo County with San Francisco, but provides a method which is more adapted to the annexation of part of the county.

If the original proposal should outline all of San Mateo County to be included, and, under the law, no city or unincorporated territory not approving the question can be isolated, a single isolated incorporated community voting against the proposal could prevent the consolidation of all of the county, even though the majority vote of the area proposed to be annexed was favorable.

For example, if Lawndale, an incorporated city, should vote against an original consolidation proposal, it would be practically impossible, because of its location, to define a district to include the remainder of the county, even if the votes of all other cities were favorable. The only city which might be logically excluded, if it voted against consolidation, would be Menlo Park, as it is possible for Menlo Park to be joined with Santa Clara County. Other cities contiguous to Menlo Park, which might also vote against consolidation, might also be excluded. The effect, however, would be to defeat the consolidation of all of both counties, which is one of the principal benefits to be derived.

Advantages of Consolidation as City-County:

Unification of the San Mateo-San Francisco area as a "consolidated city and county" offers many advantages that can not be secured by any other existing governmental form. Obviously, a consolidated city and county is not the ultimate form for the government of a metropolitan area; it represents, however, the greatest degree of centralization, coordination and home rule that can be attempted or secured under California laws and precedents, which grant the widest latitude in home rule of any State in the Union.

A county, as a county, is a subdivision of the

State, created and organized for the conduct of certain functions that are specifically designated as State functions or that are not classed as "municipal affairs." A city, under a municipal charter, may exercise full powers over "municipal affairs," including all matters within the police power of a municipality and many powers not specifically reserved to the State.

A "consolidated city and county," under California laws, may by its charter exercise the widest scope of municipal powers, and may, in addition, exercise a degree of "home rule" over the usual county offices and functions beyond that that can be exercised by a separate county.

The courts have repeatedly ruled that San Francisco's city and county charter, and other municipal charters, take precedence over general State laws in the operation of functions of government which are specifically provided for in the charter. The Attorney General has ruled that, where other counties are restricted as to general law provisions concerning "county officers," San Francisco, by virtue of its city-county status, has a greater degree of freedom in controlling its officials and its affairs. State laws have been held to be binding on the city-county only where the charter is silent and for schools, courts, and similar State functions which the city-county must comply with as a legal subdivision of the State.

A consolidation plan for the San Francisco-San Mateo area, therefore, should be established as a "consolidated city and county", so that the widest degree of control and "home rule" powers over the governmental functions and operations of the area may be secured and provided for.

The existing consolidation of San Francisco city and county functions provides a long forward step towards area consolidation and simplification. No other metropolitan area in the United States, excepting St. Louis and Denver, and Los Angeles to a partial degree, has as yet progressed to the point of eliminating dual city and county offices and functions.

Proposed Form of Consolidation

A plan of consolidation of San Francisco and San Mateo counties must afford a means of achieving the greatest degree of benefit to each of the units involved. It must provide for unification, centralization, simplification and improved methods of procedure and administration.

These objectives can not be accomplished by the establishment of a metropolitan district or districts, by the unification of county government with independent municipalities, or by the formation of a "federated city and county".

It is recommended, therefore, that the two coun-

ties consolidate under a city-county form of government; that the present charter of San Francisco be improved and altered, or a new charter be drafted, to provide a modern, practical form of governmental procedure applicable to the consolidated area; and that such charter specifically provide for the establishment of boroughs and for local control of local taxation and local affairs in such boroughs, a central legislative body with equitable borough representation, and centralized administration of fiscal and other governmental functions common to the area.

Constitutional Amendment:

Under the procedure now required by the State constitution, a vote on a consolidation proposal may fail to provide for the unity of all of the two counties; the constitutional provisions apparently establish a cumbersome and unworkable method. A single city voting against consolidation could offset the favorable vote of all the rest of San Mateo County, if such city were "isolated" from and could not be merged with an adjoining county.

Therefore, efforts should be initiated by the two counties to amend the State constitution to provide:

1. That consolidation of a county and a city-county may be effected by a majority vote of each of the two areas proposed to be consolidated.
2. That, in event of a favorable vote of each, all of the territory of both counties be consolidated as a city-county.
3. That, in case of consolidation by reason of the favorable vote of each county thereon, any incorporated city voting against annexation shall retain its status as a city, but shall be an independent incorporated unit of the city-county, which city-county shall perform county services for it and tax it therefor.
4. That proposed borough boundaries shall be established prior to an election on the question of consolidation and shall be a part of the consolidation proposal, on which the incorporated and unincorporated areas proposed to be consolidated, shall vote.
5. That borough powers, and borough representation on the central legislative body shall be provided by the charter adopted by the consolidated area for its government.

Charter for Consolidated Area:

It is further recommended, in event of the amendment of the State Constitution to provide for the consolidation of San Mateo County and San Francisco City and County, that the State Legislature should enact legislation provided for in the constitution to permit the proposed consolidated area to submit a new city-county charter to take effect at the time that consolidation takes effect; or, as an alternative, that San Francisco should adopt a new charter or amend its existing charter preliminary to, or at the time of, submission of a consolidation proposal.

In any such charter, whether drafted by freeholders chosen from San Francisco or both counties or by amendment of the San Francisco charter, the elements of sound governmental operation must be recognized and provided for, both for the consolidated government and the several boroughs, if the maximum results of consolidation are to be expected. These are:

1. A clear-cut separation between the legislative and policy-making functions of the regional board and the borough boards, in their respective spheres, and the officer or officers responsible for administrative control of the region, or, separately, the region and the boroughs.
2. Concentration of responsibility in the central and borough legislative bodies, with the sphere of each clearly delimited.
3. A legislative body representative of all sections in the area.
4. The unmistakable concentration of authority for administrative control in a single head, responsive and responsible to the central or borough legislative body, empowered to appoint his department heads, and operating in accordance with budget and other policies established by such body.
5. The appointment of experts to head all departments or to manage borough administrative affairs.
6. The complete application of the merit system for the entire personnel, and the elimination of politics from the administrative service.
7. Adequate budget, accounting control and fiscal reporting procedure.

The proposed consolidation program can be expected to produce widespread benefits by providing means for the solving of common problems, simplifying the framework of government, and improving the methods of administration of services

which have come to be looked upon as essential for the welfare of metropolitan communities. The plan as proposed, based on the facts gathered for this report, should make possible far-reaching results. It should bring to the area a modernized form of government, worth-while to achieve, and one which will place the San Francisco-San Mateo County area in the front rank of modern metropolitan communities.

Adjustment of Financial Equities:

In any charter to be submitted as a part of a proposal of consolidation of San Francisco and San Mateo counties, all matters affecting governmental finances must be clearly stated and understood. These would include (1) the obligations (annual redemption and interest charges) for the outstanding debt of the separate units proposed to be consolidated; (2) the disposition of local assets among the boroughs; (3) the purposes for which the local units or boroughs may be taxed; (4) the distribution of tax revenues; and (5) local borough powers to levy additional taxes for local purposes.

Under a borough system of government, revenues derived from borough taxation would be applied primarily, if not exclusively, to borough maintenance and operation purposes. The allocation and redistribution, if any, of annual charges for outstanding bonded debts of the several governmental units is a matter to be determined by conference and agreement between representatives of the several communities concerned and must be part and parcel of a specific consolidation proposal to be voted upon.

Boroughs for Local Control:

The constitutional provisions for the enlargement of the City and County of San Francisco authorize the establishment of boroughs within the consolidated area. No restrictions or powers of the boroughs are expressed, except that borough governmental boundaries, once fixed, cannot be changed except by vote of the electors of all boroughs affected.

The only example of borough government in the United States is that of New York City. It is generally recognized that the boroughs were established as a political compromise in order that Brooklyn and the other large communities incorporated into Greater New York would retain certain local governmental control. Despite borough autonomy, all financial and the greater part of administrative control is centralized at the City Hall. The

presidents of the boroughs, by virtue of membership on the Board of Estimate and Apportionment, have a voice in that control.

The borough form, as established for New York City, is not considered as a model. Mayors and governors have inveighed against it, as unsatisfactory and costly. Other cities, seeking metropolitan expansion, have not looked kindly on the New York borough system as a pattern because of its restrictive borough powers. The Mayor of New York, in an address on February 4, 1928, declared that the usefulness of boroughs in New York has passed, that economies in costs of municipal services can be effected by their abolishment, and that, originally formed to protect the interests of the smaller communities, they are no longer small and their interests are now merged with that of every other borough.

An adequately organized borough plan is desirable for the areas of San Francisco and San Mateo counties because of the extent of undeveloped territory in San Mateo County, the wide expanse of the region as a whole, and the necessity of establishing governmental units for the local control and administration of local affairs. Attempt to establish control of all local affairs in a central legislative body, for the area as a whole and for the many types of development, would be unacceptable, unwieldy, and unresponsive.

The handling of the common problems and services of the region as a whole will be expedited by a central government for planning, financing and administration. The diversity of the region demands flexibility in the settlement of local problems and the control of local affairs by the people of local areas. Unless local control is provided for, the purpose of having a central authority to deal with regional problems would be defeated by the demands which would be made upon it for local legislation and by the details involved in local administration. Popular interest in government would also suffer from lack of local control.

The definition of borough powers is a matter for discussion and decision when charter provisions are drafted for a consolidated city-county government. Borough powers should be specifically enumerated in such charter. As a general basis, there should be a borough board, small in number and elected by the voters of the borough, with authority to determine local policies, to levy borough taxes for local functions, to appoint or to supervise a bor-

ough administrative head and to control local affairs. Borough administrative functions should have the same degree of centralized and responsible authority as the functions of the central government.

The extent which boroughs may administer governmental functions may depend upon the effectiveness or the desirability of local control, or upon the efficiency and economy of centralized control. Among the functions which may be classed as local are zoning, the ordering of local public works, the levying of special assessments and the awarding of damages in connection therewith, the maintenance, repair and cleaning of local streets and sewers, the establishment and maintenance of local parks, playgrounds and libraries, the maintenance and operation of borough buildings and other borough properties, the control of borough finances and the adoption of a borough budget. Fire and police protection, administration of building codes and similar functions may be considered as matters for borough taxation and partial borough control.

Possible Borough Areas:

Boroughs cannot be equitably established on the sole bases of assessed value or population. To attempt to do so would be to create artificial boundaries. Boroughs should be defined as natural boundaries of the whole area to be served, and therefore should conform to natural or existing divisional lines.

The defining of probable borough lines is not a necessary part of this report. The establishment of borough lines can best be established by discussions between representatives of the several areas of the region as a whole. However, so that the facts and conditions as noted in the survey may be set forth, and, perhaps, serve as a basis of discussion as to where borough boundaries should be fixed, a tentative proposal of five borough areas for a consolidated San Francisco-San Mateo city and county is outlined.

San Francisco, having existed for eighty years as a political and economic unit, throughout which municipal services are uniformly and interconnectedly distributed, should continue as a unit.

In San Mateo County, however, geographical characteristics, economic conditions, and a diversity of local interests do not indicate the desirability of a single borough unit. Physically, economically, and in the ratio of development of established political subdivisions, the county is divided into two major

parts, separated by the Santa Morena Mountains which extend north and south practically the entire length of the County. The San Bruno Mountains and the cemeteries practically cut off the northernmost tip of the County from its component parts to the south.

Borough of San Francisco:

In any division of borough boundaries, there are many sound reasons to consider that the present boundary line between San Francisco and San Mateo counties is artificial. A street map of the two counties shows that San Francisco's streets join with those of Daly City without a break. It is practically impossible to tell where the boundary exists in Visitacion Valley, where the streets are a continuation of the San Francisco street plan. The postoffice address of residents of Visitacion Valley is San Francisco. Two local car lines of the Market Street Railway terminate in the valley within the San Mateo County area.

On the other hand, no street development, other than the three state highways (Skyline Boulevard, Peninsula Highway and Bayshore Highway) and one county road (Hillside Drive) extend beyond the San Bruno Mountains and the cemeteries.

The natural division between San Mateo County proper and San Francisco is not the present boundary line, but the ridge of the San Bruno Mountains and a line projected westerly. Therefore, the limits of the San Francisco borough should logically extend to some line projected from the county limits in San Francisco Bay westerly along the height of land of the San Bruno Mountains to a point that intersects with the north line of Mount Olivet Cemetery (which is also the north boundary line of the city of Lawndale) thence along the north boundaries of the Mount Olivet and Masonic cemeteries, thence by a line extended to the Pacific Ocean.

This would add to the San Francisco borough the incorporated city of Daly City, the unincorporated communities of Colma and Visitacion Valley (Bayshore) and the undeveloped lands lying west of Daly City and Colma.

The territory is now so closely joined with San Francisco that no serious political or economic obstacles exist. Daly City is directly connected, not only by streets, but by street railway transportation, sewage connections, garbage collections and all public services, such as telephone, gas and electricity, except water. No borough established in

San Mateo County could as efficiently administer local services in the area as could San Francisco.

Coastside Borough:

All of the data compiled in this report of San Mateo County indicates a wide cleavage in geographical, economic, political and developmental characteristics between those parts of the county which lie on either side of the Santa Morena Mountains.

It is apparent that in any consideration of new alignment of political subdivisions, the coastside of the county is a logical entity with problems entirely its own. It embraces practically all of the agricultural and timber lands of the county. Although it comprises two townships of the county, and has two supervisors, it is sparsely settled and has a relatively low assessed valuation. It receives a minimum of governmental service.

Economically the entire coastside is a unit. It has common interests in transportation and highway development, and a common dependence on San Francisco as its market. Its association with the bayshore side of San Mateo County is chiefly political. Even under present political conditions, the coastside looks to San Francisco for greater aid in its development than it expects of the bayshore of San Mateo County.

Because it is an economic unit, with common problems of development, it is practical that the entire coastside form a single borough. Its eastern boundary should probably conform generally to the route of the Skyline Boulevard, which extends along the ridge of the Santa Morena Mountains to the southerly limits of the county. The lack of population, assessable wealth and governmental services in the area will demand special consideration in the apportionment of local powers and tax burdens. As one unit it can receive such consideration. There are no incorporated cities in the area and no division of local interests.

Boroughs on the Bayshore:

It has not been possible, in this survey, to analyze all of the factors involved in the establishment of a borough or boroughs for the bayshore of San Mateo County. The facts in this report make it clear that the bayshore area is rapidly becoming one urban community with common interests, and that the present political subdivision into ten incorporated cities, three townships and a large number of school and special purpose districts, is too

complex for orderly development. There are no geographical barriers south of the San Bruno Mountains on the bayshore. The area is an economic unit.

The area, however, has been built up as separate communities each with its own characteristics and local pride in development. The formation of boroughs will be affected, in a large degree, by the desire of the citizens of these communities that independent local interests be maintained.

It is manifest that boroughs cannot be established for each incorporated city and contiguous unincorporated territory. To do so would be to forfeit centralization and simplification in government. The comprehensive development of the area would be hampered by artificial lines, as is the case today. Governmental services would be little improved.

Therefore, as few borough units as may be practical or expedient for the administration of governmental functions should be formed in the bayshore area. By grouping of those cities and communities which are most closely allied, it should be possible to unite the area into three borough divisions.

Northern Borough: One borough might logically include the cities of South San Francisco, Lawndale and San Bruno, the unincorporated community of Lomita Park and contiguous territory as far south as the Spring Valley properties between Lomita Park and Millbrae. Public discussion has already taken place proposing a consolidation of South San Francisco, San Bruno and Lomita Park.

Central Borough: A second borough might comprise the cities of Hillsborough, Burlingame and San Mateo, which are a single community today in all respects except artificial political boundaries, together with unincorporated territory from the boundary of the borough on the north to Laurel Creek on the south. The area would closely correspond with the territory which is now united to form the Three Cities Mosquito Abatement District.

Southern Borough: A third borough could logically include all of the territory east of the Skyline Boulevard and south of Laurel Creek to the Santa Clara County line. It would embrace the cities of San Carlos, Redwood City, Atherton and Menlo Park, and such unincorporated communities as Belmont, Woodside, Emerald Lake, Ravenswood, North Palo Alto and Dumbarton. The borough

lines closely approximate those of the Pulgas Mosquito Abatement District.

Such borough areas would be sufficiently compact and integrated to properly provide for local interests and would comprise an area sufficiently large for a simplification of governments and for comprehensive development.

Cooperation Essential Part of Plan:

The conclusions and recommendations of the survey, as summed up in this chapter, outline the area and the local interests in consolidation, the expected benefits to be derived therefrom, the objections and alternates thereto, the possible forms of consolidation, a plan of consolidation which appears to be most desirable, and the constitutional

and charter changes necessary to make the plan effective. The proposal of possible borough areas has been added, not as an essential part of the report, but to show in a more concrete manner what may be accomplished by the establishment of borough areas for local government.

The final determination of the worthwhileness of consolidation, the initiation of steps to bring about a single government for the San Francisco-San Mateo area, and the decisions which must be made as to borough boundaries, charter provisions and safeguards for local interests, are essentially measures calling for cooperation of the citizens of both counties. Without such cooperation, no progressive step can be taken.

Chapter XIV

Immediate Improvements, If Consolidation Is Delayed

THE preceding chapter has discussed the desirability of consolidation, as the most effective means of meeting the common problems of the San Francisco and San Mateo area considered as a unit. It points out that existing constitutional provisions governing consolidation may prove to be unworkable, and recommends that amendment to the State Constitution be sought, to provide for such consolidation under the best possible auspices. It points out, also, that consolidation is dependent on the sentiment of the voters in each community, separately.

If consolidation, as recommended, is delayed, by reason of the necessity of securing constitutional changes or because of divergence of opinion among the voters of the two counties and the several incorporated cities, or for any other reason, there are a number of "interim" measures or improvements that can be instituted, independent of consolidation. Practically all of these concern the organization or procedure of San Mateo governmental units, or affect major problems of the present San Mateo area. Such improvements, if they can be brought about, will produce limited benefits, as compared with the benefits expected to result from consolidation. They are proposed, not as a substitution for consolidation, but primarily that the citizens, organizations and officials of San Mateo County units may have before them recommendations growing out of that part of the survey that deals with the existing governmental processes of the county and its many units.

There are sound reasons why such interim improvements should be considered, if there is delay in the accomplishment of consolidation:

- (1) The governmental organization and procedure of San Mateo County and political subdivisions thereof, now scattered among a large number of separate and independent units, can be materially improved, to the benefit of San Mateo citizens and taxpayers.

- (2) The San Francisco government, as established by its charter, must be improved—either in connection with consolidation, or prior thereto—if it is to provide a favorable basis for a consolidated government. Many citizens of San Mateo County who believe

that consolidation is inevitable have stated that they would not approve of consolidation under the present form or methods of operation of the San Francisco government.

- (3) Cooperative agreements on such matters as water distribution can be entered into prior to consolidation, and will, in effect, produce immediate benefits and facilitate consolidation arrangements.

Practically all "interim" improvements referred to in the following have been mentioned in this report and need only to be summarized.

San Francisco Charter Improvement:

The modernizing of San Francisco's 1898 charter, the centralizing of administrative responsibility, the divorcement of administrative control from the legislative powers of the Board of Supervisors, and similar extensive improvements in San Francisco's governmental form and procedure, are now being officially considered without regard to any consolidation plan. The adoption of necessary charter improvements, together with provisions required for the operation of a consolidated city and county government for the existing San Francisco and San Mateo counties, when and if such consolidation is approved, is necessary for the benefit of San Francisco's own government and to make possible the wider application of its consolidated city-county principles.

The adoption by San Francisco of the proposed city manager form of government would be an advanced step towards centralization of administrative responsibility which could be utilized in the establishment of a borough manager form of government for the consolidated area.

San Mateo County Charter:

Many improvements in the government of San Mateo County can be accomplished by the adoption of a properly-drawn county charter. Such a proposal has already been made by public bodies of San Mateo County.

The report of the 1927 Grand Jury of San Mateo County advocates a county charter to provide for a county manager, a single county road district, and a change in the present supervisorial district boundaries.

The best results would be secured if San Mateo could, by charter, set up a city-county form of government, as a city-county has greater home rule powers and greater freedom from general laws than a county. The State constitution, however, limits city-county consolidation to counties with more than 200,000 population, whereas San Mateo County population is approximately 65,000. The county is therefore limited to a county charter, along lines laid down by the constitution for such charters.

County charters enable counties to function under limited "home rule" powers, instead of being governed, and frequently restricted, by the provisions of general laws enacted by the State Legislature. Five counties now operate under such "home rule" charters—Los Angeles, San Francisco, Alameda, Butte and Tehama.

Among general governmental objectives that should be sought by San Mateo County, through a county charter, is the local control of local functions—"home rule". Such a charter should provide for: The consolidation of offices or functions, the restriction of supervisory powers to legislation and policy-determination, the appointment (instead of election) of administrative officials, the establishing of proper flexibility in the functions, appropriations and forces of various offices and departments; the selection of personnel by the merit-system (civil service), local control of salaries to be paid and the elimination of fees and allowances as compensation, adequate budget, accounting-control and fiscal-reporting procedure; and centralization of responsibility and authority for operations or administration, preferably under a county manager.

Centralization:

Such a county charter should include the widest possible grant of power to the county for the centralized control or performance of functions that are common to various governmental units in the county area. Certain common functions—for example, assessment of property and collection of taxes—could not be assumed by the county for all governmental subdivisions of the area, except as independent incorporated governmental units might delegate their own "home rule" powers to the county therefor. The county charter and independent city charters, however, should be drafted on the basis of the most effective degree of centralization that is possible, by law or by cooperation.

By means of a county charter, a more effective

regional planning procedure and program, and more effective means of carrying approved regional plans into effect, may be provided than is now possible under general laws of the State that authorize and empower regional planning within county lines.

County charter provisions should contemplate the centralized consideration of such important "area" matters as drainage and sewer systems, sewage disposal, parks and recreational facilities, etc., together with the budgeting of capital expenditures therefor, and the proposal of equitable measures for the financing of such costs.

A county charter, with municipal cooperation, might provide for the creation of a county counsel, as a legal adviser to the county and the cities, and all officials and departments thereof; and for full-time services and the concurrent jurisdiction of city police-court judges, and county justices of the peace.

Adequate Fiscal Control:

Adequate and centralized fiscal control should be provided for and required by a county charter.

The charter should require the preparation and publication of an annual budget of all proposed expenditures, based on departmental and other estimates after public hearing thereon, together with a detail analysis of the tax-levy and all other revenues to finance such budget. Auditor's certification as to availability of funds should be required before purchase orders may be issued or contracts let. It should be required that reports be made monthly, or more frequently, as required by the supervisors or the county manager, as to the condition of each budget fund.

The authority of the county purchasing agent should be extended, subject to proper records and administrative control, to the end that county supplies and equipment may be secured at the lowest prices. The county purchasing agent should be empowered to handle the purchasing needs of special districts and of cities delegating such powers to the county.

The function of collecting taxes, licenses, special assessment payments and other general or special revenues should be centralized in a single office, or department, which should include the collection, when delegated, of city taxes and revenues.

The assessing or valuation of property for tax-collection purposes should be provided for on the equitable basis of a scientific appraisal of property-values for the county as a whole.

Highways and Roads:

A county charter should provide for centralization of planning, maintenance and administration of highways, roads and other engineering matters in a Department of Engineering under a county engineer (ex-officio county surveyor). If a county-manager charter is provided, this would be one of the major departments under the county manager.

Provision should be made, by charter, or by ordinance authorized by such charter, (1) for planning, development and maintenance of county highways and roads as a single system for the entire county (eliminating the existing five road districts); (2) for the official classification of county highways and the maintenance of adequate physical and cost records thereon; and (3) for the annual budgeting of maintenance requirements, as a basis for revenue and expenditure control and the adequate apportionment of maintenance funds.

To control the width and character of improvement of "subdivision" streets the county engineer should be designated as, ex-officio, the platting engineer of the county, or the chief engineer of a regional planning commission, if one is established. As such, he should be empowered to refuse approval of plans for the subdivision of tracts, and the dedication to the county, or to an incorporated city, of proposed streets in such tracts, in cases where such streets do not conform to required widths as established by ordinance, or to the lines of existing streets,—or, if improved, do not conform to minimum standards of improvement, as established by the ordinance. The charter should provide that the county recorder shall not record any plat, map, or record subdividing existing tracts or affecting any fraction thereof, without the written approval of the county engineer on the plat, map or record of proposed subdivision or fraction thereof.

Special County Districts:

A county charter should provide for the centralized administration of specialized county-district functions, such as are now handled by five sanitary, five fire, two mosquito abatement and one public-utility districts.

Each of the existing districts is an administrative entity, controlled by a separate elective board, some of which are authorized to exercise assessing functions. The functioning of each such district requires the services of county assessing, collecting or legal officials.

Centralized control would result in a consolidation of functions, would reduce the number of elective officials, and would reduce the existing separate administrative areas to "assessment" areas—similar to the existing lighting districts—against each of which the supervisors would levy a special tax to meet the cost of the special purpose authorized by vote of the area benefited or to be benefited.

The costs of such special-district services would probably be reduced by centralized administration under a county-manager form.

Local Assessment Procedure:

A county charter may provide for the use of State general-law procedure, or for power to establish separate procedure for the county, within the limitations of county-charter powers. This is of importance in consideration of local-assessment procedure. San Mateo County, by charter, may establish its own local-improvement assessment procedure, or may provide that this may be established by ordinance of the Board of Supervisors.

Such local-assessment procedure should provide for the use of the county's credit in the establishing of a local-improvement fund—from the proceeds of bond issues or other sources—by means of which the county may act as agent of the property-owners concerned in making progress and final payments for incidental expenses and construction costs, and to reimburse which the county, as agent, would collect and apply local-improvement payments assessed against individual property-owners. This would eliminate much of the present contractors' cost of financing such work, and should result in lower assessments against benefited property-owners.

The county engineer should be required to maintain records of all authorized local-assessments, so as to show the super-imposition of assessments for various projects on individual parcels of property. He should be authorized to determine the character of each proposed improvement, and be required to report on proposed local-assessment projects, for the purpose of guarding against overdevelopment, incident to such projects.

Attempt should be made to bring about centralization in the administration of local improvement matters, although this will require delegation by cities of their independent powers thereon.

City Charters:

The adoption of city charters by the several in-

corporated cities in San Mateo County would have similar effects in establishing "home rule" in each of the cities, such as would a "home rule" charter for San Mateo County. Some of the same fundamentals are to be sought—elimination of elective administrative officials, abolition of fees as compensation, separation of legislative and administrative functions, concentration of administrative responsibility, and the like.

At present, each of the cities in San Mateo County—except San Mateo city, which has a charter—is governed by general-law provisions dealing with sixth-class cities.

Charters for incorporated cities in San Mateo County, if to produce the greatest governmental effectiveness, must be based on a plan of cooperation with the county as a unit, and the most effective centralization of functions and processes in the governmental units of San Mateo County, as these may be established and empowered by a county charter, as outlined herein before. Effective centralization will reduce costs, increase efficiency and benefit the individual taxpayers.

Cooperative measures, among the cities, and between individual cities and the county, may facilitate joint action or eliminate existing duplications in property assessments, tax collections, building, health, milk and meat inspection, police and justices' court functioning, special assessment procedure, and other governmental matters.

Consolidation of Cities:

It must be recognized that special characteristics of cities of San Mateo County and their local pride of development are factors which promote their independence and militate against consolidations of city governments, except as such consolidations may be part of a wider plan of unity which would give them a new status, as in the proposed borough plan for the enlarged city-county.

City areas are not based on community interests; city limits in some cases are limitations on growth and development. Three of the cities of San Mateo County expend less than \$20,000 a year each; these three cities require the services of 39 full-time and 46 part-time employees and, in addition, have 70 officials. Small municipalities will encounter difficulties of financing; these and others will be pressed to provide adequate street maintenance, fire fighting, police and other necessary municipal services.

A movement is underway which seeks to unite South San Francisco and San Bruno together with

adjacent unincorporated territory. The inclusion of Lawndale in such a unity would undoubtedly increase the effectiveness of municipal services and would make possible a more comprehensive growth of the area.

If divergent interests of communities renders union of government to promote comprehensive growth practically impossible under present governmental forms, it should be possible for the cities to enter into cooperative agreements to combine certain common functions so as to obtain a better type of service or avoid needless duplications of effort, such as administration of city courts, sewage disposal, building inspectional services, uniform building codes, centralized purchasing, and possibly uniform fire protection and traffic control. To a limited extent, cities are now co-operating along these lines. Hillsborough has agreements with both Burlingame and San Mateo as to sewage outfalls. Practically all city fire departments respond to the call of neighboring cities. Atherton and Menlo Park have joint interests in district fire protection and sewage disposal systems. San Carlos and Redwood City have the same police judge.

Consolidation of School Districts:

State laws provide for the organization of school districts independently of county organization. The adoption of a charter for San Mateo County could in no wise affect the present 42 district organizations.

The necessity of consolidating school districts to provide for equalized educational opportunities, more equalized tax burdens, a better plan of administration, economies in operation and comprehensive planning and financing of new buildings, has heretofore been outlined. The divergence in costs per pupil and teaching service rendered among the 35 independent elementary school districts indicates the defects of the present system.

The educational research division of the California Taxpayers Association has reported findings to the effect that the county should be the only school district unit outside of cities with their own boards of education. This is not possible under existing California laws, except as each district within a county might vote to consolidate with all others to form such a unit. The negative vote of any district would mean that that district would continue to function independently.

Consolidation of school districts in San Mateo is

highly desirable,—on the bay side because the arbitrary division of districts prevents economical administration and comprehensive planning of schools, and on the coastside because the maintenance of a large number of one-room schools is an unjust tax burden and unduly limits educational opportunities.

No city in the county maintains a city board of education (which, under State law, must maintain both elementary and high school functions) although South San Francisco practically does so. The setting up of city boards of education for all cities would be an unfortunate duplication of services, would add unduly to tax burdens and would result in poorer school facilities for unincorporated territory on the bay side, without the taxable wealth to properly meet educational requirements. High school districts, as now existing, are made up of one or many complete elementary school districts.

If a single county-unit school district cannot be organized until State laws are amended to so permit, attempt should be made to consolidate elementary districts within the boundaries of each high school district as one elementary district. This would reduce the number of elementary districts from 35 to six. Under the law, the high school districts would be maintained as separate districts; however, by election of the same trustees to serve for both elementary and high school districts, as in South San Francisco, the schools of the county could be administered by eighteen trustees instead of 130 trustees as at present.

Such unity of school district administration would make possible the adoption of the six-three-three plan of grading instead of the eight-four grade plan wherever it is advisable to do so, similar to the plan adopted by South San Francisco or now in operation in San Francisco by means of junior high school units. Consolidated districts would make possible a more centralized administration, economies in operating costs, better division of the teacher load in proportion to the number of pupils to be taught, more equalized school facilities and tax burdens, the employment of competent help to maintain proper accounting systems, better planning of new school facilities and adjustment of financing without undue tax and bonded debt burdens being imposed on property not able to bear them.

Water District:

The recent vote of San Francisco to purchase the properties of the Spring Valley Water Company emphasizes the necessity of solution of the water problem in San Mateo County.

In event of the consolidation of the counties, provision could be made for the taxable property of San Mateo County to assume some portion of the bonded debt outlay for the water system and in return to become a part-owner of the utility and to be entitled to a designated portion of the total available supply. Under the terms of purchase, San Francisco will be obligated to continue to supply water to persons and corporations in San Mateo County who have contracts and agreements with the water company. The city, however, will not be obligated, and, at the time this report is prepared, is not authorized to sell water in excess of these contracts, nor to enter into the distribution of water in the county outside of its legal obligations.

If consolidation is delayed, the assurance of an adequate future water supply for San Mateo might best be established through the formation of a water utility district to acquire and operate all of the distributing systems, both municipal and private, on the bayshore of San Mateo County. Such a district could consolidate the distributing systems and make whatever replacements and extensions needed, and could purchase from the San Francisco water system and distribute whatever water it required in excess of its own local sources.

It is probable that the rate for water so purchased, which would have to be fixed on the basis of capital investment involved, would be higher than the average cost under consolidation and a joint-ownership basis.

These Measures Not Substitutes for Consolidation:

The improvements herein outlined cannot be considered as substitutes for the proposed consolidation plan. They would only partially solve the governmental problems of the two counties. To put all of them into effect might require as much or more public effort, as many amendments to laws and as many votes of the people as to carry a consolidation plan into effect.

Most of the measures would effect simplification

of government, centralization of responsibility and extension of public services. The extent to which unity of purposes of the peninsula communities would be enhanced would be commendable, and, if consolidation is delayed, should be sought.

However, city-county consolidation along the lines recommended in the preceding chapter, prom-

ises the greatest measure of benefit to the two areas, considered as a unit. Internal improvements affecting only San Mateo County and its units will not provide the consolidated government and procedure that seems to be required to establish the best method of solving major common problems of the whole area.

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